

Center for Municipal Studies & Services

Report

Report SIT-CMSS-78-1012

March 1977

WATERFRONT REDEVELOPMENT PROJECT

REPORT #2: AVAILABLE OPTIONS

By

Helen Manogue
Arthur Lesser, Jr.

Sponsored by

City of Hoboken through the
Center for Municipal Studies and Services
at Stevens Institute of Technology

and by

National League of Cities and
U.S. Dept. of Housing and Urban Development

Contract No. UO-T-R-08

City of Hoboken.

Stevens
Institute of
Technology

HD
266
.N5
M36
1977

15002

COASTAL ZONE INFORMATION CENTER

CENTER FOR MUNICIPAL STUDIES AND SERVICES
STEVENS INSTITUTE OF TECHNOLOGY

Castle Point Station
Hoboken, New Jersey 07030

Report SIT-CMSS-77-1012

March 1977

U. S. DEPARTMENT OF COMMERCE NOAA
COASTAL SERVICES CENTER
2234 SOUTH HOBSON AVENUE
CHARLESTON, SC 29405-2413

WATERFRONT REDEVELOPMENT PROJECT

REPORT #2: AVAILABLE OPTIONS

by

Helen Manogue and Arthur Lesser, Jr.

Sponsored by

Property of CSC Library

City of Hoboken through the
Center for Municipal Studies and Services
at Stevens Institute of Technology

and by

National League of Cities and
U.S. Department of Housing and Urban Development
Contract No. U O-T-R-08

The Research and studies forming the basis for the report were conducted pursuant to a contract between the Department of Housing and Urban Development and the League of Cities-Conference of Mayors, Inc. The substance of such research is dedicated to the public. The author and publisher are solely responsible for the accuracy of statements or interpretations contained herein.


M. Peter Jurkat
Director

New Jersey City of Hoboken
HD 266, N5 M36 1977

APR 28 1977

FOREWORD

This report, the second in a series on the redevelopment of the Hoboken waterfront, was written by Helen Manogue, Project Coordinator, and Arthur Lesser, Jr., Professor of Engineering Economics.

A number of students assisted in its production. John Prescott, a graduate student in Management Science, contributed greatly to the assessment of attitudes of local citizens and institutions about their waterfront. Michael Chodnicki and Lawrence Bayern, both under-graduate engineering students, contributed separate reports whose findings were incorporated in this one. George Banta and Thomas Kohli actually conducted the land surveys; they also tabulated the survey results. During the summers of 1975 and 1976 a number of Hoboken High School students assisted with the land survey. These students were made available to Center for Municipal Studies and Services through the work-study Governor's Career Program. Donald E. Asadorian submitted a course project, organized separately from this effort, on duty free ports and warehouses.

Ann Maresca was primarily responsible for the typing; Ann Windhorst took the pictures, and Ronald Youngsman and Victor Pianese drew the maps. Their efforts are greatly appreciated.

During the time of this study, the Center was asked to prepare a policy statement on urban waterfront redevelopment for the office of Coastal Zone Management of the State of New Jersey. This statement is included as an appendix.

This project was performed under the overall management of the Center for Municipal Studies and Services (CMSS).

The Center was established at the Institute In January, 1975 through a contract with the National League of Cities and with the financial support of the U. S. Department of Housing and Urban Development and the City of Hoboken.

The Center is one of ten urban observatories established as an experimental attempt to determine the extent to which college and universities can help to solve the immediately pressing problems of adjacent urban communities. The observatory project is approved for three years. It is designed to cope with the problems of medium-size cities and follows a similar program--now terminated--which operated in ten of the nation's large metropolitan areas.

ABSTRACT

Available options for the short and long run redevelopment of the City of Hoboken, New Jersey waterfront are examined. For each section, various redevelopment possibilities are examined; those capable of being supported by the physical and locational aspects of the site are examined in some detail. Finally, various organizational aspects of planning and control are discussed.

KEYWORDS

Urban Waterfront Redevelopment

TABLE OF CONTENTS

FOREWORD	i
ABSTRACT	ii
TABLE OF CONTENTS	iii
LIST OF TABLES	v
LIST OF FIGURES	v
GOAL OF WATERFRONT REDEVELOPMENT	1
CHAPTER 1: FINDINGS AND RECOMMENDATIONS	2
Introduction	2
Advantages of Hoboken's Waterfront	3
Disadvantages of Hoboken's Waterfront	4
Conclusions and Recommendations	5
Guidelines for Choice	6
Alternative Uses and Sites	7
CHAPTER 2: SUMMARY OF REPORT	17
Summary of Chapter 3, Existing Conditions; Update	17
Summary of Chapter 4, Alternative Uses for the Waterfront	18
Summary of Chapter 5, Potential Alternative Uses of the Waterfront	20
Summary of Chapter 6, Individual Site Alternatives	25
Summary of Chapter 7, Ideas for Implementation and Control	25
CHAPTER 3: EXISTING CONDITIONS: UPDATE	30
Land Use	30
Vacant Land	33
Land Condition	34
Ownership	36
Tax Status	36
Employment Changes	37
Additions to Information about the Waterfront	40
Economic Base Information	41
CHAPTER 4: ALTERNATIVE USES FOR THE WATERFRONT	44
Operation Sail	44

CHAPTER 4: Continued	
Erie Lackawanna Ferry Terminal Boat Service to Gateway ...	46
Historic Site Celebrations	47
Tourism on the Waterfront	48
U.S.S. New Jersey	50
Hoboken Midsummer Carnival and River City Fair	51
CHAPTER 5: POTENTIAL ALTERNATIVE USES OF THE WATERFRONT WITH CAPITAL INVESTMENTS	52
Industrial Land Use	52
Factors for Economic Growth	55
Commercial Land Use	66
Residential Land Use	70
Recreational Land Use	71
CHAPTER 6: INDIVIDUAL SITE ALTERNATIVES	75
Section A	77
Section B	81
Section C	93
Section D	100
Section E	104
Section F	109
Section G	112
CHAPTER 7: IDEAS FOR IMPLEMENTATION AND CONTROL	118
Local Level Zoning and Planning Implementation	118
State and Federal Influences of Implementation	121
Governmental Mechanisms	123
Specific Mechanisms for Implementation	125
Ingredients of an Urban Waterfront Planning and Control System Applied to Hoboken's Waterfront	126
Conclusion	129
APPENDICES	130
Appendix A. AN URBAN WATERFRONT POLICY FOR NEW JERSEY ..	131
Appendix B. ATTITUDE ASSESSMENT SURVEY	138

LIST OF TABLES

Table 3-1. Land Use	30
Table 3-2. Port Authority Pier Dockings	32
Table 3-3. Vacant Land Parcels	34
Table 3-4. Tax Status of Waterfront Land	37
Table 3-5. Major Waterfront Establishments Full Time Employment	38
Table 3-6. Employment in Selected Categories in the Jersey City Labor Area	39
Table 3-7. Major Crimes Reported	41
Table 6-0. Service Bases: Summary of Requirements and Impacts	83
Table 7-1. Impact of Government Action on Property Values	118

LIST OF FIGURES

Figure 1-1. Hoboken Waterfront Sections	8
Figure 2-1. Vacant or Idle Land on Hoboken Waterfront	31
Figure 6-1. Upland Area and Pierhead Buildings of Port Authority Piers	80
Figure 6-2. Section C View to South Showing Sixth Street Pier, Fifth Street Pier, and Port Authority Pier C	91
Figure 6-3. Section C showing Stevens Park	92
Figure 6-4. Stevens Long Dock (South end)	99
Figure 6-5. Section E. Former Penn Central Piers	103
Figure 6-6. Condition of Piers in Section G, Weehawken Cove ...	116
Figure 6-7. Condition of Piers in Section G, Weehawken Cove ...	117

SECTION MAPS

Section A	76
Section B	79
Section C	90
Section D	98
Section E	102
Section F	108
Section G	111

EXHIBITS

Exhibit I - Memo on Plastic Ice	96
Exhibit II - Letter on Structural Condition of Weehawken Piers	115

GOAL OF WATERFRONT REDEVELOPMENT

The goal of Hoboken waterfront redevelopment is to restore the waterfront to economic and social vitality so that it will once again become an integral part of the city rather than a largely useless appendage.

CHAPTER 1: FINDINGS AND RECOMMENDATIONS

Introduction

This report is the second phase of the Hoboken Waterfront Redevelopment Project (WRP) conducted by the Center for Municipal Studies and Services. The first phase was an inventory of existing conditions together with the problems which afflict Hoboken and its waterfront. This second phase concerns itself with an examination of alternative use possibilities for the presently under-utilized and predominantly unproductive waterfront. There were neither the funds nor time to design site specific alternatives. The objective was to indicate reasonable possibilities for development. However, the recommendations in this Chapter are considered to be the more promising alternative uses at each site together with their advantages and disadvantages.

This objective was approached by visiting other waterfront redevelopments such as Boston, Philadelphia and Savannah, Georgia, but mostly by studying what other cities such as San Francisco, San Diego, San Antonio and Chicago have done successfully with their decaying waterfronts. In some instances ideas were developed for possible waterfront redevelopment due to familiarity with local needs and local history. Many ideas were considered and rejected as infeasible or uneconomic. The funds for this project were limited and not all concepts could be pursued in depth. It is entirely possible that as times, conditions, and knowledge changes, additional ideas could prove viable and important.

Many ideas were intuitively appealing. For example, a ferry boat restaurant for Hoboken was considered before one was established at Edgewater, New Jersey just 10 miles or so north of Hoboken. Some preliminary inquiries satisfied us that another such ferryboat restaurant in Hoboken would be hard pressed economically due to the number of diners (at least 500 per day) required to fill it.

The feasibility of a privately financed and operated aquarium on the waterfront was explored. This idea was pursued with an owner of the Mystic, Connecticut aquarium, a beautifully designed and operated facility.

A prime obstacle in the way of establishing an aquarium on the Hoboken waterfront is the lack of land for the aquarium itself and for parking. One statistic will put this into focus. Along the undeveloped Hoboken waterfront, there are approximately only 12 acres of dry land (upland). Time and again lack of dry land proves to be the prime obstacle to development, unlike some of the other Hudson communities.

The idea of establishing a foreign trade zone (FTZ) in Hoboken at the Port Authority piers seemed to be a good one. We decided to look into the subject of FTZ's and as a consequence had it thoroughly researched. The evidence indicated that an FTZ in Hoboken probably could not support

itself based on the experience of other installations in the New York metropolitan area. The Port Authority supported this conclusion.

Another idea that has intrigued Hoboken is to use the Port Authority piers for motion picture studios. Hoboken's Community Development Agency, researched the idea and found the piers unsuitable without very expensive modifications.

Advantages of Hoboken's Waterfront

As alternatives were examined and tentatively accepted or rejected within possible waterfront locations, the advantages and disadvantages of the Hoboken's waterfront from a development viewpoint came into sharper focus. The primary advantages are that it is not isolated from the rest of the city, as is Liberty State Park in Jersey City or the Weehawken waterfront. As far as is known, waterfront property is not subject to flooding. Also in general, the water depths are considerable but subject to shoaling, i.e. gradually filling with mud so that dredging may be needed some time in the future, depending on the use. The greatest aesthetic advantage is the incomparable view of Manhattan. However, from a development viewpoint this is an intangible with an economic value which can be exploited.

Another advantage is the good physical condition of the Port Authority piers. However, this is an advantage only if their services can be exploited. Unfortunately, with the rapid advances in the use of containers for shipping of freight and the consequent decline in the traditional loading and unloading of ships (breakbulk) practiced in Hoboken, the Port Authority piers are grossly underutilized for this purpose, (three to four ships a month) and there is no evidence this will change. Thus if the piers are to be more fully utilized, alternative uses must be devised. That this is far from a simple assignment is apparent in that other uses have not already come to light. Also, alternative uses may be inhibited by New Jersey Public Law, Chapter 14, Section 3, which states that the piers are to be used solely for marine terminal purposes. One possibility is converting the piers and associated buildings into a commercial recreational complex whose central attraction will be a small boat marina facility including repair, storage, sales and possibly also manufacturing plus satellite services, such as a snack bar and restaurant. The physical feasibility of such a marina and demand for such a facility is now under study.

Hoboken, however, has certain intangible advantages that can be of benefit to waterfront redevelopment. It is a viable residential community that has become a desirable place to live. It has strong, aggressive political leadership that has encouraged innovation in land use. Evidences of this are obvious. One merely has to look at the extensive federal funding of residential rehabilitation and public works. The current preparation of a master plan for the City is supported vigorously by the City's administration. Renovation of the Hoboken train terminal, the

construction of a waterfront office building and the successful rehabilitation of a former factory building into moderate-income housing units are but three examples of a city-wide revitalization of major proportions.

Disadvantages of Hoboken's Waterfront

As to the disadvantages of development, particularly for industrial use on the waterfront, they are serious and numerous. This should not be surprising since if development were attractive, it is safe to say it would have been done long ago. What are some of these disadvantages?

One of the most serious is the many rotting piers and structures. Until these structures are demolished and/or repaired, development is not likely to occur. It was estimated by a representative of the U. S. Corps of Engineers in 1976 that it might cost up to \$3,000,000 to demolish the structures. In addition, there would be repair costs to viable structures by private owners. The Corps is prepared to undertake such a clean-up for Hoboken and will underwrite two-thirds of the cost with the city, or possibly the state, undertaking to pay the rest.

However, this is only a first step, with no guarantee that development will follow. In fact, it almost surely will not because of a lack of infrastructure in some locations, i.e. the availability of utilities on the waterfront north of the Port Authority piers. For example, there is potable water from Fifth Street to 11th Street on River Road but there are no sewer lines, nor are any planned, at the present time. Sewer and potable water lines can be made available in Weehawken Cove at rather small cost, but there is no longer a public access road to this area. A serious view of development requires an infrastructure, or at least plans to make it available. Thus, from a development viewpoint, site preparation is the first order of business. As an example, about \$24,000,000 was spent in public funds at Penns Landing in Philadelphia for site preparation alone. This consisted of demolishing old piers, constructing a breakwater and bulkheads and filling about one mile of waterfront. Only at this stage were potential private developers interested. This is not to say that site preparation in Hoboken will cost \$24,000,000, but it is expensive.

Another disadvantage is that there are less than 12 acres of upland along the entire Hoboken waterfront, not including about 11 acres at the Port Authority piers. With this exception, at no one location are there as many as three acres of upland. This means that costly fill operations or piling must take place for any unique use along the waterfront. This will probably not take place because there are numerous locations outside of Hoboken with substantial upland where costly site preparation would not be needed.

The Hoboken waterfront is often referred to as one of Hoboken's most valuable assets. There is failure to appreciate that it is only a potential

asset. Large sums of money must be spent to change potential into a real asset. It is safe to say that a private developer or user is unlikely to put up this money unless the waterfront location in Hoboken is unique and vital for his purpose, and/or that in general the facility would have to be large enough to justify the site preparation expense. In the recent past only two such uses have materialized. One was a plant to desulfur crude oil and another to store oil. Both of these needed deep water facilities. However, neither was suitable in a densely populated urban area for a variety of reasons. It follows that if a waterfront location is not unique or vital, it must compete with other areas where sites for example, may be less costly. Of course, another alternative is for sites to be prepared by public funds, as in the case of Philadelphia. Despite this gloomy view of the potential for redevelopment of the waterfront, we have found some alternative possible uses for portions of the waterfront that have merit and appear to be feasible, as well as to be in demand. It is up to the political process to decide what alternatives, if any, are desirable for Hoboken and how much in resources should be allocated to their implementation.

Conclusions and Recommendations

As one final observation, the outstanding assets that Hoboken has on its waterfront are the three major employers and taxpayers, Maxwell House, American Can and Bethlehem Steel Shipyards. A priority superior to one of redevelopment is to do everything possible to encourage these firms to remain in Hoboken. To aid in doing this, we endorse the idea that an Economic Development Corporation, or another similar organization should be set up by the city. Such an organization was authorized by the City Council. It has not yet been established. One of the functions of such a corporation would be to act as a liaison between the city and these business firms. It would provide access to City decision-makers. It follows that this corporation would fulfill this same function for other employers in the city.

Although the Hoboken waterfront has some valuable attributes, as pointed out above, it also has serious shortcomings, namely the large sums of money needed for site preparation and in some cases, provisions for utilities, if the waterfront is to be made suitable for commercial and/or industrial use. By far the most expensive investment for site preparation would be Weehawken Cove. Like the rest of the Hoboken waterfront, it has little upland, some 4.5 acres, about half of this consists of decaying concrete decking on rotting piling. The rest of Hoboken's part of the Cove is underwater, some 19.6 acres. Thus to make Weehawken Cove attractive for development four things must come about: (1) demolish and remove rotting structures, (2) repair where possible, (3) provide an infrastructure including a vehicle access road, and (4) provide upland by pilings and concrete decking or by bulkhead and fill. The fill or piling in itself is a formidable undertaking because of the 20 feet or so thickness of silt in the river. (A cost estimate of these four steps is

outside of the scope of this report). Development may then begin: residential housing, hotels, or industrial usage. Site preparation all along the waterfront, requiring substantial capital investment, must occur before development can take place.

Considering that the costs of site preparation vary widely along the waterfront and that the money for doing this may be forthcoming, a number of possible alternative uses for the waterfront are presented with their advantages and disadvantages. Prior to that, however, Guidelines for Choice are listed which can be used to determine the alternatives for sites.

Guidelines for Choice

Hoboken needs increased recreational opportunities both public and private. The public shall have access to the Hudson River somewhere along the waterfront. Where feasible, user fees may be planned in order to finance the maintenance of recreational facilities.

No use will be suggested which will obstruct the view of Manhattan from the waterfront where it is now visible from an elevation. Aesthetic qualities of waterfront redevelopment should be considered in order to enhance the quality of life for the people of Hoboken.

Hoboken needs increased ratables. However, any heavy industrial activities along the waterfront which are noisy, hazardous or otherwise environmentally polluting, are to be discouraged. Any proposed facility that would increase truck traffic on Hudson Street at and along 11th Street should not be encouraged.

Any waterfront activity should be compatible with the residential density and character of Hoboken. The waterfront should not be developed at a scale which is an inordinate strain on the city either in terms of resources or traffic congestion. Neighborhood impacts of redevelopment plans should be explicitly recognized and accommodated whether these impacts are support facilities or security arrangements.

Any project that would have regional impact should be coordinated with neighboring communities, especially the Jersey side of the Hudson and where feasible, with all Hudson River communities in the area.

There must be within the city an official mechanism to plan and control alternatives selected for development and where these alternatives are to be sited. This agency might encourage short-term occupancy of certain sites until sufficient interest develops for a more permanent usage.

Security aspects for any waterfront activity must be recognized and accommodated.

Alternative Uses and Sites

A. Recreational Uses

1. Commercial Marina

Port Authority piers and adjoining building (headhouse). (Section B)*

We are satisfied from a physical feasibility viewpoint that the piers and headhouse can be converted into a recreational complex. A principal feature would be a small boat marina with its usual satellites, such as repair facilities, boat sales and storage, restaurant and snack bar. So that the facilities will not be idle during the late fall, winter and early spring months, other recreational facilities are proposed open to the general public for a fee, such as an ice skating rink, swimming pool, health club, bowling alleys and selected court games. Whether this concept would be commercially viable is to be determined.

Advantages

It will put to work facilities that are largely idle now, which cannot help but have a stimulating affect on Hoboken's economy. There are almost no recreational facilities of any sort in Hoboken and surrounding communities. Thus, its facilities would be in demand. The same can be said of a marina. A marina demand study is in progress in conjunction with the technical feasibility study.

This use would be compatible with Grogan Marine Plaza and would enhance the attractiveness of living there by boat owners and those interested in recreation.

The problem of security of facilities would be minimal.

Disadvantages

Depending on who finances the development, Hoboken's ratables may not be increased. (This may be true of any activity on Port Authority property.)

The large investment needed for this project will have to actively sought and development must be co-ordinated with the already proposed facilities to be available in the renovated terminal building or the commercial building across River Street, i.e. theater or bandshell.

* The letter in parenthesis indicates the section where the property being discussed is located. See Figure 1-1.

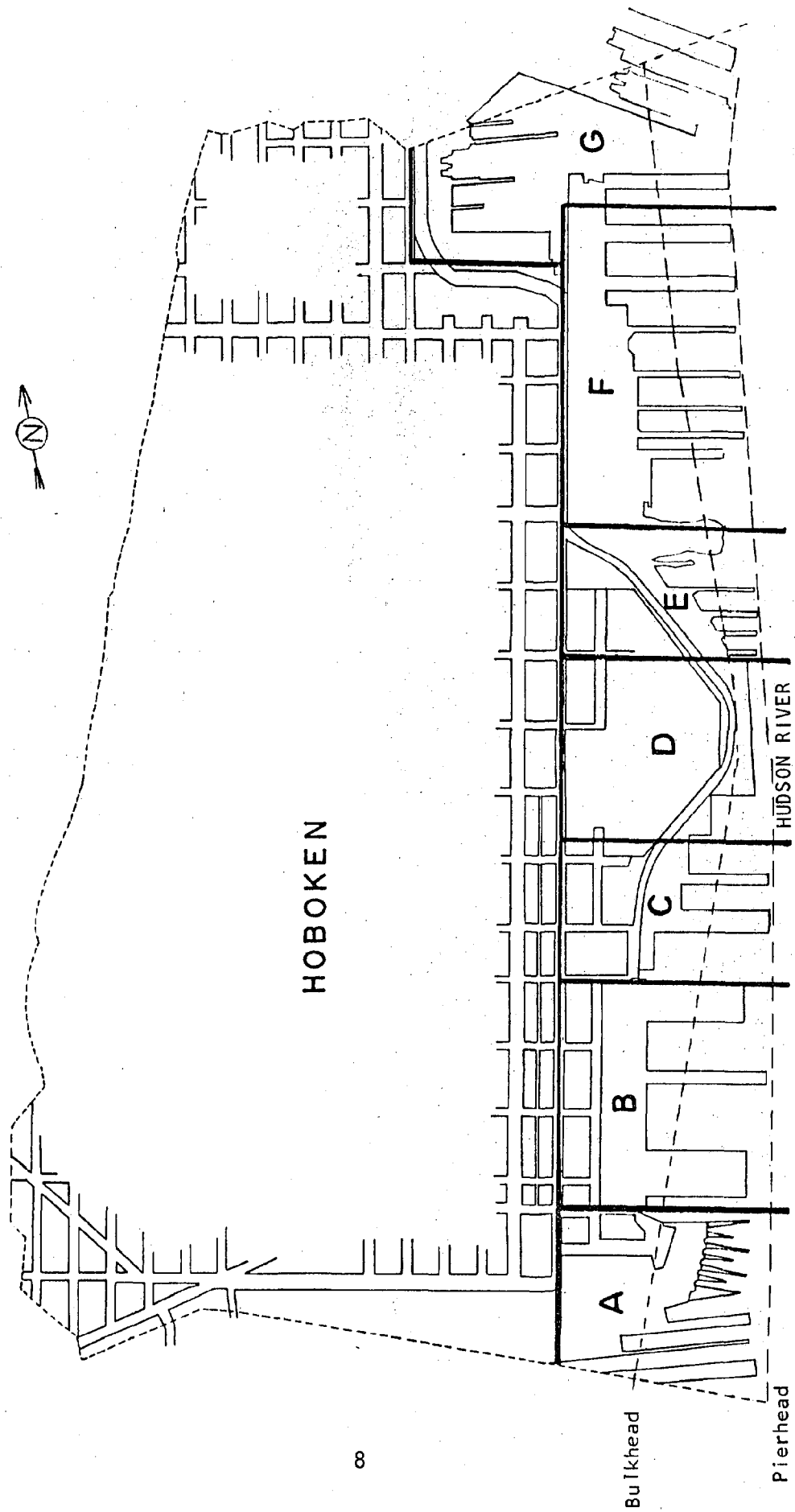


FIGURE 1-1
Profile of the Hoboken Waterfront by Sections

Union Dry Dock property (Section E)

This property, formerly Penn Central just north of the Stevens Long Dock was considered for a marina. It is technically feasible to install a small scale marina here, as an alternative site to the Port Authority piers. Because of its small size, (2.7 acres of upland and about two acres of piers,) it would be a completely different operation from the Port Authority piers recreational complex. It could be a marina including for example a docking area, repair facilities, snack bar, cocktail lounge and a restaurant. Its economic feasibility would depend a great deal on the cost of leasing the land from Union Dry Dock and the tax situation.

Advantages

The investment would be considerably smaller than for the recreational complex proposed for the Port Authority piers.

It would be compatible with a public park on the north and a Stevens' research center on the south.

Disadvantages

A marina this size would do little for Hoboken's economy, employing perhaps seven people.

There is no infrastructure except potable water.

Recommendation

Perhaps it would be better to leave this property undeveloped as a land bank available for a use or uses not contemplated at this time.

2. Other Commercial Recreational Uses

Sixteenth Street Pier (Section G)

This pier is now used only for mooring of the two Palace party fishing boats. The pier is in very bad condition and will be subject to removal, if and when the Corps of Engineers Drift Project comes to Hoboken. Prior to that time it is recommended that no change be made in its present use.

3. Open Space Recreational Uses

Fifth and Sixth Street Piers (Section C)

Either or both of these piers can be used for public recreation providing they are structurally sound. Superficial examination indicates the fire-damaged pier to be repairable, however, no diving has been undertaken to date to ascertain the underwater condition of pilings.*

* Telephone conversation with Joseph Lynch of Mayo, Lynch Associates.

For example, one pier can be used for active recreation (games) and another for passive (fishing, picnicing, sitting) plus possibly a playground for older children than catered to by Stevens Park. The making of a demand study for the types of recreation suitable for these locations is desirable.

An alternative for one of the piers is for use as a fishing pier, partly public and partly private, where commercial party boats, such as the Palace presently docked at the 16th Street pier, and perhaps charter boats, could tie up; where people can fish and look on from the pier and where other activities consistent with these uses could take place. There could be a bait shop, snack bar and perhaps sea food restaurant, for example.

If the piers are not structurally sound, rebuilding them would be prohibitively expensive, certainly for the kind of recreation suggested above. The only discernible remaining alternative is to remove them to improve the appearance of the waterfront and to permit other possible uses. For example, there would be a small amount of upland remaining at the site of the demolished piers approximately 1.75 acres. This area, still further reduced by parking facilities, would be suitable for a waterfront mini-park, featuring a launching site for small boats and for passive recreation (a small walkway, benches, barbecue facilities). It could be very attractive, a place for strollers to go, and enjoy the view.

Advantages

The mayor and council will ultimately own these piers and upland property south of the Fifth Street pier adjoining the Port Authority piers.

Personnel from Green Acres on March 23, 1977 expressed an active interest in the potentiality of the Fifth and Sixth Street piers for recreation. Green Acres is empowered to fund up to 50% of the cost and the U. S. Department of Outdoor Recreation can fund another 40%.

The view from the piers is unsurpassed.

The sites are within easy walking distance from a large part of Hoboken.

Disadvantages

Considering that Stevens has security problems at its Long Dock, the security of facilities at the Fifth and Sixth Street piers may be troublesome. This may be particularly true at the Sixth Street pier which is visible only from River Road. However, if this pier is used partly as a commercial fishing pier, as suggested above, the operator of the pier could have primary responsibility.

Hoboken Shore Railroad property, or successor (Section E)

This area, consisting of somewhat less than two acres of upland, is just north of the Union Dry Dock property abutting Maxwell House. It could be an alternative location for a public park and boat launching ramp.

Advantages

This park would be adjacent to Elysian Park thus cutting the costs of maintenance and security. This property abutting Hudson Street is nearer to a large center of population in Hoboken than any other feasible park location on the waterfront.

Site preparation would be much less than the Fifth and Sixth Street piers.

Sue to the shape of the property, narrow at Hudson Street and broadening out towards the River, any noise would be minimal from active sports, should they be selected for this site.

A park would be compatible with its being adjacent to dwelling areas.

Disadvantages

Offsetting the lower costs of maintenance and security is the need to purchase the property.

Possible revenues to the city from the commercial use of this property would be lost.

Swim Club

Hoboken Shore Railroad (Section E)

This property would be desirable for a private swim club providing that it can be acquired at a reasonable price. However, a demand study is essential.

Advantages

There is no such facility in or near Hoboken.

It is located near premium housing.

Disadvantages

The public would be excluded.

It would be a strictly seasonal.

4. Occasional Recreational Uses

Activities for River Road - Church Fetes, Midsummer Carnival and the River City Fair.

In the redevelopment goal statement it was indicated that efforts should be directed to making the waterfront once again an integral part of the city. To aid in this, one of the Guidelines for Choice is to encourage Hoboken residents' use of the waterfront.

Church Fetes

One means to implement this is to make known to the churches that run summer street fetes that an attractive alternative place to hold them could be on River Road.

Advantages

The openness and view adds attractiveness to the activities. River Road is not as crowded as city streets.

Disadvantages

The warmth and friendliness of the neighborhood will be lacking.

Transporting all the necessities for the fetes may be quite burdensome.

Street Carnival

Inviting a commercial carnival to come to River Road for a few days during the summer would attract people to the waterfront.

Advantages

The cost to the city is thought to be nominal. However, this would have to be determined.

It would be a cool inviting activity for midsummer for residents otherwise confined to congested city streets.

Disadvantage

River Road would be closed a few days to vehicular traffic.

River City Fairs

These fairs given in the summers of 1974 and 1975 could be repeated annually.

Advantages

The Fairs were successful in attracting large numbers of people to the waterfront.

It was something for people to go to and to do during the summer.

Disadvantages

Unlike the two other recommendations above, this one does not have a built in sponsor and organizer. Until one is found, the chances of implementation appear slim.

River Road would be closed a few days to vehicular traffic.

B. Commercial Land Uses

1. Housing

Grogan Marine View Plaza (Section B)

The plan to erect another 25 story apartment building as part of the Grogan Plaza complex seems desirable. This building would be located on Third Street between Hudson and River Streets.

Advantages

A site is already prepared for it.

Parking is accessible.

Transportation and utilities are all in place.

The way the other two Grogan Plaza Towers have been renting indicates an active market for such a middle income facility.

The City will benefit from further tax ratables.

Disadvantages

A building of this size will block the view of residents on Hudson Street.

Another large building may put a heavy burden on the school system.

It will put more demands in public safety services.

Weehawken Cove (Section G)

The former Lipton Tea Building might one day be suitable for mixed income housing similar to the recently renovated Keuffel and Esser Building, now known as Clock Towers. It would be particularly attractive if the land on the south side could be acquired and used as a public recreation area.

Advantages

Probably the costs would be less than starting from unimproved land.

Transportation is readily accessible.

Two sides of the building being on the water, a mooring area for small boats would be attractive.

The view from the building is superb.

Living adjacent to the river is attractive.

Disadvantages

The building is ugly. Perhaps this can be overcome.

It would add to the congestion on 14th Street.

Possible employment in the building would be lost.

2. Apartment, Hotel or Boatel.

Anyone paying a visit to Weehawken Cove will be repelled by its forbidding appearance, broken down piers, many covered with the debris of years including abandoned machinery, wire rope and so on. Also there are only 2.4 acres of upland. However, the possibilities for Weehawken Cove will become evident when the rotting piers and debris are cleared away. Although there are disadvantages, mentioned below, it is recommended that serious consideration be given to a high rise luxury apartment with a restaurant and small boat anchorage. A possible alternative is a hotel with boat anchorage or boatel.

Advantages

There high density uses will economically justify the necessary added investment of creating land by driving piles or building a bulkhead and filling behind it.

Weehawken Cove is a well sheltered anchorage for small boats. Thus a restaurant could attract patrons from water as well as land.

Any one of these installations would not call for appreciably greater municipal services. For example, families with school age children generally do not live in luxury apartments.

It would add substantially to city ratables and in a small way to employment.

The environmental impact of the apartments would be minimal.

Public transportation is available a short distance away. Providing an infrastructure will not be too costly.

Disadvantages

The neighbors of these proposed facilities, Sea Land and the factory buildings, are not compatible aesthetically with the people uses suggested here. However, there appears to be a very low level of noise and air pollution from the Sea Land site.

A hotel or boatel can seriously add to traffic on 14th Street.

3. Office - Motel Building

Grogan Marine View Plaza (Section B)

A developer's plan to erect a 17 story motel-office mega-structure would help to revitalize the waterfront area. It is planned to be located on First Street between River and Hudson Streets. Thirteen stories would accommodate 198 motel rooms, health club, swimming pool, sauna, gymnasium, conference hall, restaurant, coffee shop, cocktail lounge, and movie theaters. The four stories for offices would provide 80,000 square feet in all.

Advantages

According to the Urban Land Institute this office space would provide 320 jobs.

Tax ratables would be increased.

It would commercially develop the area.

Disadvantages

The plans for a health club and other activities would conflict with plans for commercial recreation on the Port Authority piers.

A 17 story structure would be incompatible with the low rise structures of southern Hoboken. From this viewpoint an eight or ten story building would be more desirable.

4. Apartment-Medical Office Complex

Grogan Marine View Plaza (Section B)

Instead of dedicating all floors in the 25 story building for apartment use, a desirable variation might be to locate medical offices in the lower stories of the building. The idea seems attractive enough to warrant further investigation particularly as to demand for such a facility.

Advantages

Doctors would have suitable office space at a relatively reasonable price.

The economic feasibility of the building would be improved by renting office space.

The tax ratables for Hoboken would be enhanced.

Parking is available.

The building is a short walk (five blocks) from St. Mary Hospital.

A pharmacy and medical laboratory can be located here.

Doctors can live nearby.

With more offices there would be less demand for educational facilities.

Disadvantages

None are apparent providing enough doctors are interested in such facilities.

CHAPTER 2: SUMMARY OF REPORT

In this chapter, a brief summary of the entire report is presented. It is intended to provide the major findings and arguments without the often voluminous supporting detail. The chapter is organized as the rest of the report.

Summary of Chapter 3, Existing Conditions: Update

Waterfront Property

Somewhat over a year since the preparation of Report #1, the manner in which the Hoboken waterfront area is used has not changed substantially. Standards Brands sold its building at 15th Street. It is reported that it will be used as an industrial park. The Hoboken Shore Railroad property became idle. The Long Dock of Stevens Institute is no longer used because of unsafe conditions. Some relatively minor activity returned to Port Authority piers A and C (temporarily). The former Penn Central Marine Repair Yard was sold to the Union Dry Dock and Repair Company of Weehawken. The land has been cleared of the fire-gutted buildings and leveled, but it is still unused. A study is presently under way to determine the feasibility of using this property for a marina for small recreational crafts. River Road has been black topped and again is being used by motorists, bicyclists and pedestrians. The 5th and 6th Street piers, as well as the Weehawken Cove property, have reverted to City ownership by foreclosure.

Employment on Waterfront

The one major change in employment on the waterfront was the loss of 849 jobs (170 estimated local) due to the closing of the Standard Brands plant. Newly generated employment at this site has not been estimated; otherwise, employment varied due to seasonal and business conditions, particularly at Maxwell House due to coffee prices. For Hoboken as a whole, the total number of jobs in manufacturing declined by 5,500 between 1971-1975. Employment trends in other economic activities were also down but not nearly to the same extent. Recent statistics show that the most promising direction for Hoboken to go is into service industries. A short summary of crime statistics in Hoboken for 1976 and 1977 concludes the "Update" chapter.

Summary of Chapter 4, Alternative Uses for the Waterfront

Operation Sail

The dangers in and limitations of waterfront usage became apparent in the planning for Operation Sail, the New York Harbor Bicentennial celebration on July 4, 1976. In general, communities in the north Hudson County area discovered almost a complete lack of facilities for the general public to use their waterfronts. For example, there was a lack of potable water, electricity, sanitary facilities as well as impassable roads and hazardous conditions because of deteriorating piers and bulkheads throughout the area. In Hoboken only River Road was available for public access to the waterfront. The cost to Hoboken for the people to enjoy Operation Sail came to over \$26,000, an amount which the city is trying to collect from the state.

Erie Lackawanna Ferry Terminal Boat Service to Gateway

During the summer of 1976 a demonstration boat service was initiated from Hoboken to two Gateway National Recreational Area sites - Sandy Hook and Floyd Bennett Field. Over 1600 residents of Hoboken and the surrounding area enjoyed four trips. WRP urges that Hoboken's Ferry Terminal be used to extend the boat service in the future. The Terminal is particularly appropriate because it has all facilities immediately available for accommodating large numbers of people and is at the hub of many transportation lines.

First Locomotive Celebration

In an effort to put in focus the potential for waterfront tourism, a commemoration was held on May 13, 1976 in a formal public ceremony held in front of the Hoboken Post Office Building at River and Newark Streets. The event so remembered was the first public demonstration in 1826 of an American-built locomotive created by Colonel John Stevens. A bronze plaque is scheduled to be erected in the future as a permanent reminder of the event which caused Colonel Stevens to be known as "The Father of the American Railroad."

First Baseball Game Celebration

The first professional game of baseball in the United States was played on the Elysian Fields (adjacent to the waterfront) of Hoboken on June 19, 1846. On June 19, 1976 the four inning game was reenacted before 1,000 people on the Stevens Institute athletic field, another event which places focus on possible reuses for the waterfront area.

Tourism on the Waterfront

Tourism, however, cannot be cultivated only by single, unique events such as those indicated above. There must be a regular schedule of tourist attractions publicized in advance. Besides the Ferry Terminal and Elysian Park there are numerous historic sites along and adjacent to Hoboken's waterfront. They include the Hoboken Land and Improvement Building (an office structure of 1889); the Hamburg-American and North German Lloyd piers (renovated and now occupied by the Port Authority); Stevens Park with its historic cannons and Civil War memorial statue; the old Administration Building of Stevens Institute built in 1870; Stevens Gate House built in 1856, the oldest building on the Stevens campus; Sybil's Cave, River road about Eighth Street, which was constructed by Colonel John Stevens in 1820 as a spa where only spring water was served (the Cave was closed some years ago); River Road and Tenth Street, the site of the first headquarters for the New York Yacht Club founded in 1844; and Bethlehem Steel Ship Yards - formerly the site of Fletcher and Sons yard, manufacturers of some of the finest marine engines in the world.

A tourism plan incorporating all of these sites into a package presentation, could be attractive. However, to make them presentable for tourists, a considerable amount of money would be needed for reconstruction, renovation and organization.

U.S.S. New Jersey

Presently an effort is being made in Hoboken to bring the World War II battleship U.S.S. New Jersey to Hoboken and place it south of the Erie Lackawanna Terminal. It could be used as an educational/museum center, implementing the idea is a formidable task.

Hoboken Midsummer Carnival and the River City Fair

Churches in Hoboken regularly sponsor carnivals and street fetes. These could be relocated along River Road during the summer. The River City Fair was given in 1974 and 1975 under the auspices of the Community Development Agency with the Hoboken Environment Committee. Costs for such events are obtainable from C.D.A. Data on the costs and details of street carnival shows can be obtained from the Amusement Business Magazine published in New York City.

Summary of Chapter 5, Potential Alternative Uses of the Waterfront

Industrial Land Use

The traditional patterns of waterfront land uses were seen in shipping, manufacturing, railroading and warehousing. This was true of Hoboken as well as of other waterfront areas. Shipping, railroading and warehousing no longer exist on the Hoboken waterfront for various reasons, some peculiar to the waterfront, such as lack of space, and some due to other causes, such as changes in transportation technology.

There are numerous factors in Hoboken that must be considered in planning for economic growth. For example Hoboken needs jobs basically in the unskilled and semi-skilled categories because of a predominately blue collar population. Due to severe air pollution, growth should be looked for in those types of industries that do not add to the already high pollution level. Because of the scarcity of undeveloped areas in Hoboken the intensive use of land is essential. The number of employees per acre in manufacturing by firms now on the Hoboken waterfront is fairly high.

Foreign Trade Zone

Alternative industrial uses for the Hoboken waterfront were examined in some detail to determine their characteristics and their possible feasibility for Hoboken. One of those was the Foreign Trade Zone (FTZ). An FTZ located near a port of entry accepts goods without the payment of customs duties. The goods may be stored, manufactured, manipulated, and exhibited prior to reshipment in domestic commerce and the payment of duties. An FTZ is created by the Federal Trade Board after it has fulfilled certain specified conditions. The only New York Harbor FTZ is located in Building 77 of the former Brooklyn Navy Yard.

Because of lack of land area only Weehawken Cove along the Hoboken waterfront could be considered the least bit suitable for the establishment of an FTZ. Even there, it would have to be connected, to an adjacent industrial park in northeastern Hoboken, which is not being planned. If such a zone could be created in Hoboken it is still questionable whether there is sufficient need for one.

Oil and gas off-shore exploration facilities

Another possible industrial use for the Hoboken waterfront is for a site for some type off-shore oil and gas exploration support facilities. One such facility is a temporary service base which would be used for the transfer of materials and workers to and from offshore drilling areas.

An excellent transportation and communication network would be a necessity, as well as ample storage area. Of three possible Hoboken sites, Weehawken Cove would be the most suitable, but costly for site preparation, and Union Dry Dock next. The Port Authority pier complex has the space available for such a base but it is poorly located for helicopter service. Also, with large tracts of waterfront land available elsewhere in Hudson River communities, it is highly improbable that this area of such limited size would even be considered for a service base.

A permanent service base would require the facilities of the temporary base plus more space for large drilling rigs. For this facility Weehawken Cove has the potential needed area except it is now practically all under water.

Repair and maintenance yards for ocean-going vessels are now available at the Bethlehem Steel ship repair yards in Hoboken.

Two other types of onshore activities, platform and pipeline installation and pipe coating, are not judged suitable for Hoboken. The former takes the most amount of space and should be close to the area where the platforms and pipelines are to be installed in the ocean. Hoboken is 175 miles from the nearest discussed site. A pipe coating yard also would require much space, possibly available at the Port Authority piers. However, the close proximity of these piers to the residential area of Grogan Marine View Plaza would appear to rule out such intensive industrial activities which are injurious to air quality.

Shipping

As to the traditional use of the Hoboken waterfront for breakbulk shipping, (the traditional way of handling cargo piece by piece) it barely exists in Hoboken today and there appears no reason to believe that it will improve in Hoboken or New York Harbor. As to providing facilities for loading and unloading containers, Hoboken simply does not have the landside requirements in terms of space or ready truck access to it.

Industrial firms now on waterfront

An important question is whether firms like those already established on Hoboken's waterfront can be expected to settle here. The only possible place is Weehawken Cove which would require, among other things, extensive and expensive piling. If such a site should become available at reasonable cost, what might be the attitude of like firms to settle on the waterfront? To help answer this question the WRP conducted a personally solicited survey among existing firms as to their problems and needs.

The survey indicated that existing conditions, although tolerable, are not such as to induce new like firms to come to Hoboken's waterfront. In

fact, it appears to be not a question of inducing new like firms to come to Hoboken but rather of taking measures to keep those here now.

Other private efforts for industry to come to Hoboken's waterfront have ended in economic failure or public opposition in particular to those that carried with them the potential to endanger the environment as well as the lives and safety of those living in the vicinity.

Commercial Land Use

Hoboken's greatest hope for waterfront redevelopment is for commercial use including possibly restaurants, offices, shops and a whole spectrum of recreational activities. The particular asset the Hoboken waterfront has to capitalize on is its unparalleled view of the Hudson River and Manhattan as well as quick and easy access to Manhattan Island. However, the amenities of the waterfront such as views, bike paths, parks and river access must be assured before commercial ventures can be expected to seek placement in Hoboken. In order to insure this there must be a policy of economic development (by master plan and zoning codes, among other methods) which assures a long term commitment on the part of the city to clean, attractive riverfront growth. The present condition of the waterfront with its broken down piers, abandoned railroad property and lack of infrastructure is not conducive to investment. To start this clean up Hoboken can participate in the Corps of Engineers' New York Harbor Clean-up Program. This provides two-thirds federal money for demolition of decrepit piers and removal of derelict vessels. It is important that Hoboken and other Hudson waterfront municipalities band together to attempt to obtain state aid for this essential first step in providing an attractive waterfront.

Commercial buildings

If office space can be supplied in Hoboken under that in Manhattan, at say \$7.50 per square foot as compared with \$11.00, there would appear to be an excellent opportunity for Hoboken to exploit its excellent connections to Manhattan. A 17 story office building as part of a multi-use structure has already been proposed for the Grogan Marine View Plaza at First Street although there may be difficulty in getting financing for this new type of land use.

Another 25 story apartment building with multi-uses is being considered for the north side of Second Street by the Grogan Plaza developers. An innovation for Hoboken would be the inclusion of a twin movie theater, so typical of successful shopping centers. (Care should be taken that buildings are not made too tall as to be incompatible with the low rise structures of southern Hoboken.)

Medical complex

Hoboken has no professional medical office complex, although one would appear justified because of the difficulties doctors have in finding suitably situated office space. A medical complex near St. Mary Hospital at Third and Hudson Streets in the Grogan Marine View Plaza would be an ideal location.

Convention Center

From time to time one hears that it would be a good idea for Hoboken to have a convention center. A preliminary investigation shows that a major convention center requires a great deal of land which Hoboken does not have. Thus this proposed alternative for the Hoboken waterfront is only feasible for one of moderate size attractive to specialty trade shows and industry/sales conventions.

Movie Studies on the waterfront

The notion that the Port Authority piers would be suitable for use for movie studios has been seriously considered by Hoboken's Community Development Agency. It concluded that the piers would not be useful for a variety of reasons.

Residential Land Use

The thought of desirable residential housing on the Hoboken waterfront has always been an alluring one. The Grogan Marine View Plaza development is a continuing step in this direction. Of specific locations, Weehawken Cove has been most frequently mentioned. As is mentioned so frequently in this report, the Cove is almost entirely underwater, has no present access, and no infrastructure, not to mention the eyesore of rotting piers. All this means that housing at the Cove would be extremely expensive in site preparation costs alone. In addition, it would appear that the surrounding areas would have to be planned to dovetail with the Cove development as to recreation, a shopping center, school facility and other amenities that people expect from expensive housing.

Recreation Land Use

Hoboken is woefully short of recreation areas and it is believed that a large, unsatisfied demand for these areas exists. The waterfront may well be the place where some of this need can be met. One possibility is the development of the Fifth and Sixth Street piers. A major part of the

financing may be available from the state's Green Acres program and the U. S. Bureau of Recreation. However, the physical condition of the piers must first be determined.

Rooftops and vacant areas

The rooftops of the Grogan complex can be further developed for recreational purposes. An area of possible multiple recreational use is the property formerly used by the Hoboken Shore Railroad just north of 14th and Washington Street. A park and parking facility could be instituted here. Week days the area may be used for parking and on weekends and holidays for recreational purposes.

Park settings

In the development of the waterfront, thought should be given to placing the proposed facilities in a park setting. Parks and attractive open space uses affect the values of properties on all sides. This sort of development lends itself best to long range, not piecemeal, planning and zoning. A marina in the property now owned by Union Dry Dock would not be incompatible with this objective.

Marina

There are three possible locations for commercial marinas in Hoboken: the Port Authority piers, Weehawken Cove, and the other is the property owned by the Union Dry Dock and Repair Co. Physical feasibility studies are now in progress with respect to two sites. Port Authority and Union Dry Dock properties.

Erie Lackawanna Terminal

This area has been the subject of much study and found to be ideal for various types of commercial and recreational facilities.

Recreational criteria

A study by Texas A & M University shows that the Hoboken waterfront has every characteristic for an ideal recreational area.

Private clubs

A private swim club might occupy the land area north of the Union Dry Dock property provided public access to the waterfront is provided. As an alternative the club might be an adjunct to a marina on the Union Dry Dock property.

Summary of chapter 6, Individual Site Alternatives

Chapter 6 presents possibilities for redevelopment in each of the Sections A - G, defined for this study. No summary is presented. Those interested in these details should read the chapter. Chapter 1 has already discussed recommendations for many of the sections.

Summary of Chapter 7, Ideas for Implementation and Control

Government at all levels is involved, or should be involved, in the planning and control of land use. However, government structures alone cannot bring about redevelopment in the private sector. They should act as constructive influences. Hoboken as it develops a new master plan and zoning code has an unusual opportunity to do this now. It is hoped that the waterfront area in Hoboken in particular, and New Jersey in general, will be given special attention.

State and Federal Influences on Implementation

Also, in a state of flux are the state's and federal government's influences on waterfront land use planning and control. The New Jersey Office of Coastal Zone Management (N.J.O.C.Z.M.) has the task of creating management policy as well as a mechanism for policy implementation for the coastal area of the State. There are indications that the existing Riparian Law of New Jersey will be used to control land use in the urban area of the coast. WRP doubts that it will be effective, nor would it appear to satisfy the requirements of the U. S. Coastal Zone Management Act of 1972 (U.S.C.Z.M.A.). Whereas the New Jersey Riparian Law is concerned only with shores which are washed by the tides, the U.S.C.Z.M.A. provides that management boundaries should include shorelands, the uses of which have a direct and significant impact on coastal waters. To be consistent with the Act, it appears that the entire property which abuts the water's edge should be included in the urban coastal zone boundary.

WRP was asked by N.J.O.C.Z.M. to submit an urban waterfront policy statement. This was done and appears in this report as Appendix A. The gist of this statement is that in planning and control, public use should be given first priority. Whereas a regional approach is preferable in land use planning, there is no present mechanism in the State to bring this about. The current Municipal Land Use Law which provides for regional or county planning is operative only when a municipality gives its planning power to a regional body. New legislation will be needed to provide for the creation of regional planning and implementation groups in the State with inputs from the affected communities.

Because the shore area of New Jersey - the section from Cape May to Raritan Bay - is protected under a permit system created under the New Jersey Coastal Area Facilities Review Act of 1973 (CAFRA) it is reasonable to suppose that other things being equal, more "intensive" uses of the waterfront excluded from the CAFRA area will seek out the urbanized sections of the coastal zone in the Raritan Bay, the Delaware River, New York Bay and the Hudson River. Without a specific plan and permit system for land uses along the waterfronts of these urban areas, lengthy and expensive legal battles will continue with respect to what facilities should be permitted.

Governmental Mechanisms

There appear to be three possible governmental entities which could take on regional responsibilities which the National Oceanic and Atmospheric Administration (NOAA) recommends in its guidelines; (NOAA has been given the responsibility of overseeing the C.Z.M.A.) They are county governments, councils of government and new regional governments.

County Governments

County government structure in New Jersey may not be a proper vehicle for coastal zone management purposes for two reasons. One is that New Jersey counties have no zoning power. Planning boards are advisory only. Two is that economic and environmental issues and concerns do not have common boundaries with counties. Water flows through many counties. A rational regional approach appears to be a necessity for waterfront management.

Councils of Government

Councils of Government exist in many states but not New Jersey. They are normally considered to be confined to planning duties and not implementation. To be effective, coastal zone management must deal with implementation as well as planning.

New Regional Governments

In New Jersey these would have to be created by the legislature. They would provide an opportunity to create a mechanism especially designed to cover geographic areas and the needs of specific waterfront regions which share a degree of compatible uses. As stated earlier, if New Jersey does not create a management mechanism with a permit and review system, the urban coastal zone will continue to be surrendered to local development pressures, as it is today.

Specific Mechanisms for Implementation

Unless positive steps are adopted in Hoboken within which waterfront redevelopment will take place, things are likely to go on as at present. A framework needs to be devised to outline what role Hoboken wants the waterfront to play as part of the overall goals of the city as contained in its masterplan. For example, it has been suggested that Hoboken's attention be refocused on the waterfront. Among other things, this would include walkways, reclamation land for public use, and the location of major recreational facilities along the waterfront. A way to approach this objective is for the master plan to consider the waterfront as a special place environmentally, socially, economically and historically. It is vital that this be supplemented by a more active component such as the creation of a funded Waterfront Development Council, a sub-unit of a city-wide Economic Development Corporation. Among other things, the duties of the Council would be to plan, manage, promote and control waterfront usage.

Ingredients of an Urban Waterfront Planning and Control System as Applied to Hoboken's Waterfront

The following matters should be included in a work program irrespective of the organization that implements it:

1. A planning element should include the services of a landscape architect and experienced waterfront planner as well as an engineering consultant, on matters of methods and costs.

A useful way to develop a plan for Hoboken is to break it into linear zones: a. Water Zone, b. Park/Commercial/Research Zone and c. Community Zone.

2. Special attention should be given to the underutilized areas of the waterfront namely, the Fifth and Sixth Street piers, the Stevens Long Dock, Union Dry Dock and Weehawken Cove.

3. Additional space might be created on the waterfront by filling certain portions now underwater.
4. Recreational facilities should be planned to be located on the waterfront.
5. Where feasible, community facilities should be placed on the waterfront.
6. Planning review and permits must make certain that private facilities provide for some areas of public access.
7. The waterfront should be beautiful to realize its full potential.
8. If housing is planned it should not be too close to the water.
9. Methods of maintenance should be required as part of any review process.
10. Safety features are essential for every wateredge facility.
11. A review of environmental impact should be standard practice prior to issuing permits for development.

Control

Develop a control procedure by the Council for new projects or reuses of the waterfront before giving permission to proceed. A method to expedite such a review procedure is to prepare in advance a Community Impact Assessment Report which would provide extensive information on each parcel of waterfront property. This approach leads to what is known as "impact zoning" in which the capacity of the land and the ability of the area to accept the proposed facility is of primary concern.

Promotion

Promotion is essential for the development of the waterfront. Sites on Hoboken's waterfront will not sell themselves in competition with the many alternate waterfront locations in Hudson county.

Conclusion

This report is different from the usual planning reports in that it suggests, where possible, alternative schemes with their advantages and disadvantages. As a further point of difference, it reports on ideas that were researched and rejected, together with the reasons for the rejections. Finally the report suggests means of implementation.

The limitation of this approach is that there will not be specific details of costs for preferred alternatives. However, this is a task that can be assigned to the proposed Waterfront Planning and Promotion Council, a suggested sub-unit of the Economic Development Corporation. Promotion is the key thought, since waterfront development depends on vigorous and imaginative promotion.

CHAPTER 3: EXISTING CONDITIONS: UPDATE

Land Use

The way in which the waterfront area is utilized has not changed substantially since the first report on the Hoboken shore area.

Table 3-1. LAND USE

<u>Category of Land Use</u>	<u>Acres</u>	<u>% of Waterfront Study Area 1976</u>	<u>% Change from 1975</u>
Residential	6.0	1.8%	0
Commercial	3.5	1.0	0
Industrial	138.6	40.5	-.7
Automotive	5.5	1.6	0
Quasi Public	45.9	13.4	-1.0
Park and playgrounds	5.6	1.6	0
Vacant	137.5	40.1	+2.1
	<u>342.6</u>	<u>100.0</u>	

(Source: Waterfront Redevelopment Project, compiled by Thomas Kohli, January 1977)

The loss in the Industrial category is accounted for by the closing of the Standard Brands Building (formerly Lipton Tea Building) as well as the 12.1 acres owned by the Hoboken Shore Railroad which is now idle. (See Figure 2-1)

The Vacant category has risen but it also reflects the addition of 2.5 acres of now unused Stevens Institute property called the Long Dock. The Vacant category also had deductions made from it since 11 acres at the Port Authority (P.A.) Piers have been returned to industrial usage.

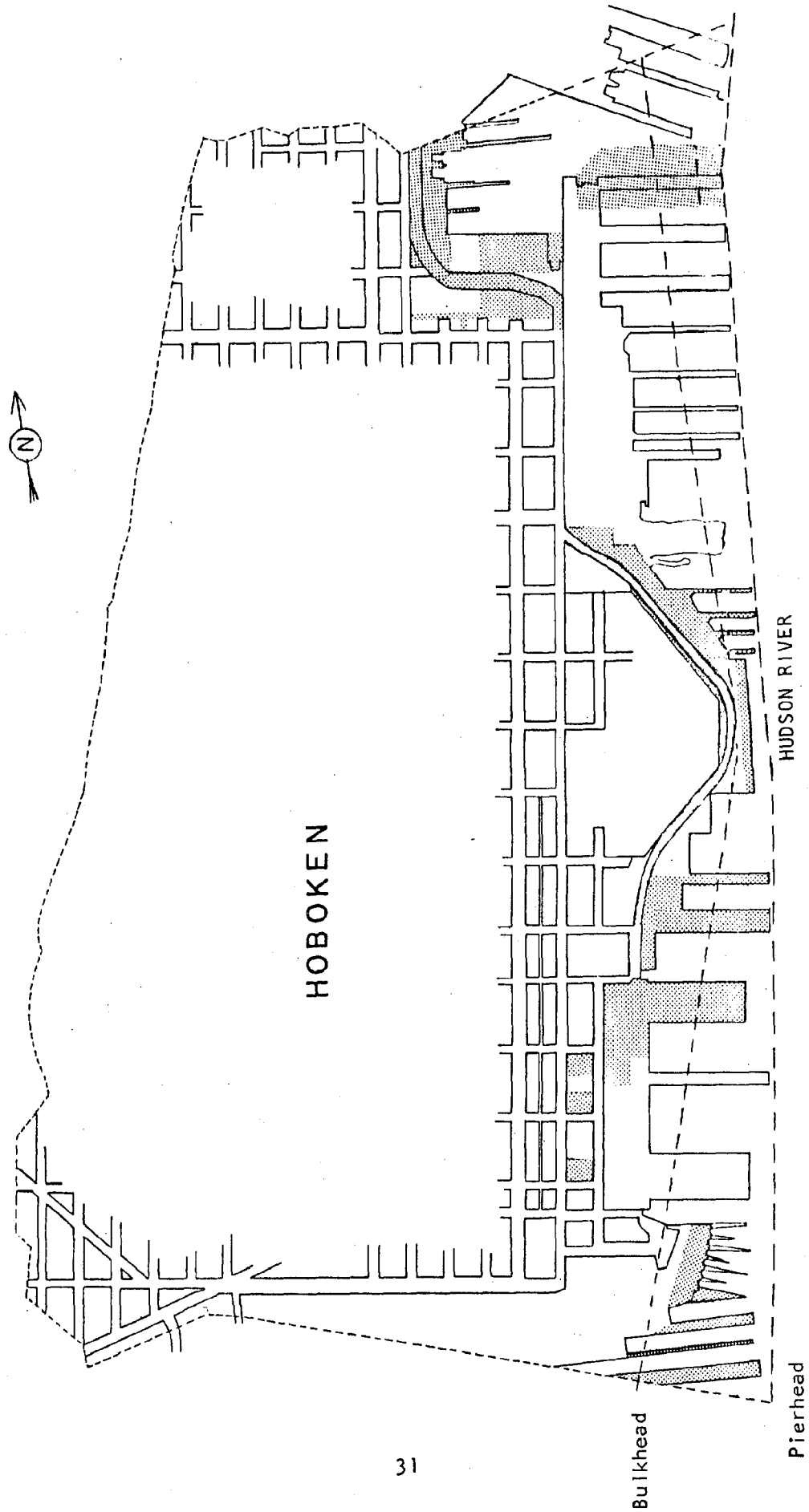


FIGURE 2-1

Vacant or Idle Land and Piers on Hoboken Waterfront*

* Crosshatched areas indicate vacant.

The intensity of use of the P. A. piers may be ascertained from the following partial list of 1976 dockings through September.

Table 3-2. P. A. PIER DOCKINGS, 1976

<u>Month - 1976</u>	<u>Pier</u>	<u>Cargo ships</u>	<u>Average time in port</u>
January			
February	A & B	2	9 days
March	A & B	2	12
April	A	4	4 $\frac{1}{4}$
May	A	2	5
June	A	4	4 $\frac{1}{4}$
July	2-A, 1-B	3	9
August	A	2	7
September	A	3	5
October through December not available at time of compilation			

(Source: Port Authority of New York and New Jersey, January, 1977.)

The above figures indicate clearly that Pier A - one of two piers built in 1952 - has been the most frequently used while Pier B (besides being used for laying up as noted below) was only occupied twice in eight months. Pier C - the other pier built in 1952 - has been unused since the beginning of 1976 and thus remains on the Vacant list.

There have been other uses besides loading and unloading at the P. A. piers which are not included in the list above. These uses include laying-up of ships and rental of the headhouse. The Mobil Arctic was docked at Pier B for about 18 months since September 1975. In addition to the Arctic there have been nine other ships tied up from March through September, an average of one and two sevenths ships per month.¹ A local engineering firm has been occupying the headhouse of Pier B since January 19th.

1. Conversation with Harold Spillane, Port Authority, 1/7/77

The above-mentioned uses of the P. A. piers do not constitute the intensity of utilization which is desirable for a city as highly developed, as short of land and as needful of employment as Hoboken, but it does represent a distinct improvement over last year's uses.

The Fifth and Sixth Street piers have also undergone some changes in usage. The ship Achilles owned by Newport Tanker Corporation, was tied up at the Fifth Street pier from the summer of 1976 until January 20, 1977. This laying up produced no employment. However, the city has gained about \$15,000² in rental fees.

As mentioned above, the Stevens waterfront property has also undergone some changes in land use. The Long Dock area, which extends from about Seventh to Ninth Streets along River Road, was the subject of a preliminary engineering study performed for the Waterfront Redevelopment Project (WRP) in June 1976.³ It brought forth the finding that the Long Dock was not suitable for pedestrian use during Operation Sail when large numbers of people were expected to come to the waterfront. Since that time the dock has been closed even for parking uses.

The area just north of the Stevens dock, the former Penn Central Marine Repair Yard, has been purchased by a drydocking and repair business from Weehawken, New Jersey. The new owner, according to a spokesman,⁴ has "no firm plans at this time" for the area. For this reason and because the property is unused at this time, the area remains within the designation of "Vacant."

Vacant Land

This is a most important element in any land use alternative study. Figure 2-1 indicates the vacant areas; Table 3-3 provides the actual area in acres involved for each vacant parcel along the Hoboken river edge.

-
2. Conversation with Carl Schaeffer, Hoboken Law Department, 2/15/77.
 3. William C. Kerr, P. E., Safety Investigation of the Stevens Pier Facilities for Use as a Viewing Area for "Operation Sail," Center for Municipal Studies and Services, (Hoboken, New Jersey June 2, 1976). Unpublished report.
 4. Conversation with Robert Burke, Union Dry Dock Company, January 6, 1977.

Table 3-3.

HOBOKEN WATERFRONT PROPERTIES
VACANT OR IDLE

<u>Section</u>	<u>Block</u>	<u>Lots</u>	<u>Acres</u>	
			<u>Total</u>	<u>Underwater</u>
A	139	A Piers	16.3	
		A-1 Ferry slips	9.3	4.1
		A-2 Ferry Ter.	1.02	
	230	5 Bank Bldg.	.088	
B	224	PH.1	.771	
	225	PH.1	.611	
		PH.3	.597	
	231	3 P.A. Piers	4.2	5.2
C	233	1	.689	
		2-5		6.026
	258	2	1.75	4.24
D	258	1 Stevens		3.731
	259	2 Stevens	6.86	5.338
E	259	1	4.584	3.665
	260	1	3.27	2.755
		2	.591	
G	266	PH.1	.710	9.889
		PH.2	.237	1.625
	264	2	2.531	5.349
	267	1	8.265	15.746
	268	1	5.230	
	269	PH.F	2.166	
	135	1	.086	
			<u>69.856</u>	<u>67.664</u>

Total - vacant, idle, underutilized 137.52
This represents 40.1% of total waterfront area.

Land Condition

Several clearing efforts have taken place along the waterfront which have had a dramatic effect upon the visual aspects of the area. The owners of the Fifth and Sixth Street piers have almost completely removed the gnarled and burned out super-structures on the Fifth Street pier. In addition, Union Dry Dock Company, the new owner of the former Penn Central Marine Repair Yard, has demolished the old buildings, fenced in the area and leveled the land. The waterfront in this section looks neat and clean for the first time in years, a factor which has been the topic of much local conversation.

Another reason for the increased local interest in this portion of the waterfront which extends from Fourth to Eleventh Streets has been the easy access provided by the mid 1976 opening of the newly paved River Road. The black-topped road has a right of way of 50 feet with an average of 47 feet curb to curb.⁵ It has given pedestrians, bicyclists (albeit without a delineated path) and motorists public entree to one of the most spectacular views in New York Harbor. The road is being used by people who have lived all their lives in Hoboken but who have never before dared to come to the waterfront.⁶ Bicyclists can be seen meandering along the entire length of the road every summer day. River Road provides a return to the original use of the road; one of a leisurely scenic path along the River's edge.⁷

There has been expression of concern about possible safety hazards if a bike path is created along River Road. The opposite has also been argued - that it is too hazardous not to have a bike path since the road is already and will be used for that purpose anyway.⁸

As a result of these concerns there is a study going forward at this time as to the feasibility of creating a formal bicycle path in this area. In addition, the inclusion of a specific pedestrian right of way would appear to be a necessity. The present mingling of people and cars could prove a disastrous circumstance as the road becomes more heavily used by strollers of all ages. The view from this road is so tempting and the sense of openness so different from that found in the rest of city, that provision of a walkway, in addition to a bike path should also be considered.

-
5. Figures obtained from the Hoboken Community Development Agency.
 6. Conversations with Katherine McCabe and Agnes Conway, September 1976.
 7. Photographs from Special Collections, Stevens Institute of Technology Library show River Road used as a strolling and even picnicing area from 1826 to 1880.
 8. The Jersey Journal, "Meeting called to study River Road Bike Path," July 19, 1976 page 1.

With the exception of the above sections, the waterfront study area remains basically the same as far as condition is concerned. Those properties which were poorly maintained last year are still the same--no better and no worse--perhaps an indication that something is being done even if only enough to maintain the status quo.

Ownership

The important parcels of waterfront land are presently in ownership transition. The old Todd Shipyards and the Fifth - Sixth Street piers are being foreclosed. The former Penn Central Marine Repair Yard at Ninth Street and River Road was sold during the year to Union Dry Dock Company of Weehawken, New Jersey.

The Standard Brands Building (also known as the Lipton Tea Building) at 15th Street and the riverfront, has been sold to a "real estate tycoon" who intends to sub-divide the building containing 660,000 square feet of floor space on 5.5 acres and renovate it for the use of small industrial firms. William De Goode of East Orange has been reported in recent news articles as the new owner.⁹

Tax Status

As a general rule, tax delinquency is considered a harbinger of the decline in care and use of properties; it holds the potential for the deterioration of entire neighborhoods.¹⁰ Farther along in the process of the decline of properties comes tax liens which are indicative of an even more advanced level for concern; abandonment becomes imminent at this stage.

Tax liens have been instituted on several properties in the southern part of town. In this particular area it could be an alert as to impending abandonment or it could indicate that speculation is occurring. It is reasonable to anticipate that properties in this area should increase in value when the commercial growth of southeastern Hoboken begins its forecast rise.¹¹ Until it does, however, a rather sizeable portion of a primary block in southern Hoboken presents a decrepit appearance in an otherwise prosperous-looking section.

9. The Jersey Journal, "W W I Hoboken Plant bought by De Goode," February 11, 1977, page 5.

10. Steven C. Rother, General Counsel, Newark Housing Authority. Presentation at Keys to Neighborhood Preservation Conference, Forum 76, Newark, New Jersey, February 10, 1976.

11. Hoboken Transportation Center: Final Report, Volumes I and II. Hoboken: Hoboken Community Development Agency, 1975.

Table 3-4. TAX STATUS OF WATERFRONT LAND

<u>Category</u>	<u>Acres</u>	<u>% of Waterfront Study Area</u>	<u>% Change from 1975</u>
Exempt*	132.5	40.5%	+ .4%
Taxed by N. J. Div. of Taxation	47.3	14.5	0
Foreclosure	52.2	15.9	+15.9
Up to date	90.8	27.6	- .1
Delinquent*	8.9	2.7%	- .4
Tax Lien	.3	.1	-15.8

(Source: WRP survey, Thomas Kohli January 1977)

*Due to a review of tax records, Hoboken Housing Authority was found to own property previously listed as Marine View Housing, as per William Reynolds, Hoboken Tax Collector.

Two properties have been taken out of the tax lien category and entered into the procedure of foreclosure since last year, hence the 15.8% decrease in tax lien category. These two - the Fifth and Sixth Street piers and the Weehawken Cove area - are pivotal pieces of property. Future owners could literally dictate the caliber of reuse in adjoining areas as well as on the specific properties themselves. The foreclosures on these properties provide the city with an opportunity to set criteria for future uses prior to resale or to create some badly needed public recreation areas. As with other incidents in Hoboken's recent history, the irony of the foreclosure situation is profound; what appears to be a loss for the city could be its opportunity to bring fresh and innovative uses to these areas.

Employment Changes

This aspect of the waterfront condition is difficult to ascertain with any constancy due to the great fluctuation in other factors which are not locational in nature. The rise and fall in employment at Maxwell House would appear to be directly linked to demand for a product which in turn is dependent upon raw coffee supply and prices.

The ship repair facility at Bethlehem Steel is also subject to employment changes on rather short notice.

The move from Hoboken by Standard Brands in 1976 caused the loss of 849 jobs. This meant the loss of about 170 jobs for Hobokenites if the same ratio holds with other waterfront employers. The increase in shipping at the Port Authority piers has provided some job activity,¹² however, the longshoremen involved are salaried whether there is work or not due to the Guaranteed Annual Income arrangement. Thus their activity or lack of work is not reflected in unemployment figures for the area.¹³

The difficulty in determining employment changes may be seen even more clearly by a comparison of statistics gathered by the Division of Planning and Research of the New Jersey Department of Labor and Industry for the last two quarters of 1976 and material gathered in an personal interview questionnaire procedure conducted by the WRP from January through March 1976.

Table 3-5

MAJOR WATERFRONT ESTABLISHMENTS
FULL TIME EMPLOYMENT

<u>Firm</u>	<u>WRP Survey</u>		<u>N. J. Dept. of Labor & Industry</u>	
	<u>Date</u>	<u>Employees</u>	<u>Date</u>	<u>Employees</u>
American Can	2/11/76	100	Sept. thru Dec. 1976	82
Bethlehem Steel	3/30/76	652	Sept. thru Dec.	641
Maxwell House	3/4/76	1,540	Sept. thru Dec.	1,049
P. A. Piers	2/23/76	0	Sept. thru Dec.	NA
Standard Brands	3/15/76	849	Closed 4/29/76	0
Stevens Institute	3/29/76	507	Sept. thru Dec.	641

Far less localized in approach but still important for their content are the employment figures amassed by the Department of Labor and Industry for all of Hudson County shown in Table 3-6 which employs the Standard Industrial Classification Codes¹⁴ which pertains to the firms along the Hoboken waterfront.

12. International Longshoremen's Association, Local 2 was contacted but exact figures were not made available.
13. The Jersey Journal, "Jersey Journal Special - The Unemployed" in 3 parts. First Part February 7, 1977, page 13.
14. Office of Management and Budget, Standard Industrial Classification Manual 1972, (Washington 1972).

Table 3-6.
Employment in Selected Categories in the Jersey City Labor Area
(Includes all of Hudson County)

1975

	<u>Jan.</u>	<u>Feb.</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
Food (20)	8300	8200	8100	8100	8200	8300	8100	8300	8200	8100	7900	7900
Apparel (23)	12200	13700	13700	14000	14700	16000	14300	16300	16200	16700	16400	15600
Transportation Equipment (37)	1500	1600	1500	1300	1600	1500	1600	1300	1400	1200	1200	1200
Transportation	26400	26100	26200	26200	25900	26500	26100	26600	27000	27100	26800	26200

3

1976

Food (20)	8000	8100	7900	7700	7500	7500	7500	7200	6800	7100	7200	
Apparel (23)	15000	12800	16200	16500	17600	17200	15500	16400	17000	17200	17200	
Transportation Equipment (37)	1400	1300	1300	1400	1400	1600	1400	1200	1500	1200	1400	
Transportation (40 thru 47)	26000	26200	25900	25900	26200	26100	25800	25800	26000	26600	26700	

S.I.C. designation 2 digit code

It may be seen from the above table that the apparel industry increased employment in 1976 while food preparation showed losses for every month in 1976 as compared to 1975. Also transportation equipment showed losses in employment four months out of 11 in 1976. The above displays not only the sporadic nature of industrial employment along the waterfront but also the fact that firms which are located along the river edge show patterns of decline. Hoboken and Hudson County are not unique in this occurrence. The traditional uses of the waterfront in the New York metropolitan area (i.e., shipping, boat repair, manufacturing) are no longer large or expanding sources of employment.¹⁵ Changing technologies, altered transportation patterns and new industrial space needs have brought a vacancy rate of about 33 1/3% to the waterfront areas of the tri-state region itself.¹⁶

Most obviously the time has come to reassess portside usage rather than continue the practice of dwelling upon port management which has been the approach to waterfronts over the last several decades.¹⁷

Additions to Information about the Waterfront

Crime Statistics. After Waterfront Redevelopment Report #1: Existing Conditions was published, requests for further information concerning Hoboken were received by the WRP office. The one leading factor which was sought was information concerning the crime rate in Hoboken. It is added in Table 3-7.

-
15. New York City Planning Commission, The Waterfront, (New York, January, 1971), p. 7.
 16. Tri-State Regional Planning Commission, The Tri-State Coastal Zone: Management Perspectives (New York City, April, 1975), p. 10.
 17. Mitchell L. Moss, "The Urban Port: A Hidden Resource for the City and the Coastal Zone," Coastal Zone Management Journal, Volume 2, Number 3, pp. 241-242.

Table 3-7

MAJOR CRIMES REPORTED, 1975-1976

<u>Type of Offense</u>	<u>Reported</u>	
	1976	1975
Murder	2	0
Manslaughter	0	0
Forcible rape	2	0
Robbery	80	106
Aggravated assault	136	120
Break, Entry & Larceny	752	776
Larceny (over \$50.00)	437	354
Auto theft	354	347
Totals	1763	1712

(Source: Annual Report for 1976, Department of Public Safety, Department of Police, Hoboken, New Jersey)

The city is considered to have a 1% crime rate, a very low figure for an inner city.

Economic Base Information 18

Between 1963 and 1972 "the economic base of Hoboken (has) steadily deteriorated." The manufacturing and retail sectors reflected declines while service industries showed growth. This Hoboken trend is consistent with the regional growth patterns which the Regional Plan Association (RPA) has been calling attention to for some years. RPA has noted that the major increases in New York regional sources of employment to 2000 will be experienced in the service industries and not in manufacturing.¹⁹

18. Statistics in this section are from the Hoboken Community Development Agency Report, "A Summary of Characteristics of Hoboken's Economic Base - 1963-1972" by Edward J. Sullivan, Economist. Unpublished report. All quotes in this section are from this source except where otherwise noted.

19. Regional Plan Association, Projections for the New York Urban Region's Counties, (New York, July, 1973).

Hoboken, like Hudson County itself, is basically a blue collar area dependent upon jobs in manufacturing and transportation.²⁰ The greatest number of manufacturing firms in the city in 1972 was found in the apparel category (SIC 20). This information dovetails with the employment figures mentioned in the sections above. There were in 1972 90 apparel firms representing an increase of 14 firms since 1967. However between 1971 and 1975 one hundred and thirty-two other firms left the city or went out of business. In those four years alone the number of total jobs declined by 5,500.²¹

The number of wholesale trade firms in Hoboken declined by 35% (County decline was 9%) from 1963 to 1972. Hoboken lost 46 of the 101 wholesale establishments which left Hudson County during that period. Though total sales volume increased 55% in Hoboken, the County sales increased 141% showing that Hoboken has suffered a distinct decline in wholesale trade activity in comparison to the county which remains fairly stable.

In the area of retail trade Hoboken sustained a 34% decrease in retail establishments (Hudson County had a 24% decline). By 1972, 55% of all Hoboken retail firms had payrolls (County had 61%). It is interesting to note that a great portion of the total sales volume in Hoboken (and the County) was produced by firms with payrolls. In addition, "eating and drinking places" (SIC 58) formed the largest retail business group.

The retail sales volume showed an increase of 40.8% in Hoboken from 1963 to 1972 (88% for the County), but this is considered to be reflective of inflationary causes. Generally, the city may be said to have lost retail firms and to be part of a contracting market.

The Selected Service Industries in Hoboken (specifically SIC codes 70 and 75 were used in the Community Development Agency study) showed a loss of 20 firms balanced by only 1 addition since 1967 for a net decrease of 7% compared to an 11% decrease in the County. The total receipt volume, however, increased by 170% as opposed to 119% in the County. The Hoboken Community Development Agency's economic base report notes this total receipt volume increase is a reason for viewing the selected service industries as an "increasingly important sector of the city's economy."

Increases displayed in total receipt volume of selected service industries was not enough, however, to offset the losses sustained in manufacturing and retailing. It may be concluded that though the general condition of

20. Hudson County Planning Board, Land Use Study and Plan, (Jersey City, December, 1974), p. 45.

21. Hoboken Community Development Agency, "Summary of Changes in Hoboken's Manufacturing Industries 1946 -1975," (Hoboken September, 1976). Unpublished report.

Hoboken's economic base is deteriorating there may be some hope to be found in future encouragement of carefully chosen service industries such as those represented in SIC groups 70 through 84.

These groups include: hotels, personal and business services; auto repair; motion pictures; other amusement and recreation services; health; legal, educational and social services; and museums. Also of worth may be the whole spectrum of activities found in SIC groups 60 to 67, i.e. finance, insurance and real estate.

CHAPTER 4: ALTERNATIVE USES FOR THE WATERFRONT

This chapter illustrates how the waterfront has been used over the last few years without capital investment of any sort. Some further suggestions are made as to other future uses some of which will require capital investment.

Operation Sail

Perhaps the most energetic and intensive waterfront project of 1976 or any year which sought immediate and inexpensive use of river front property was Operation Sail, the New York Harbor Bicentennial celebration. The dangers in and limitations of waterfront usage became apparent during the planning for the event. In general, communities in the north Hudson County area discovered a lack of potable water, electricity, sanitary facilities (even lack of sewerage lines), as well as impassable roads and hazardous conditions due to deteriorating piers and disintegrating bulkheads.¹

In Hoboken the lack of space for public access to the river's edge became an additional problem. Police had to contact private property owners to caution them that they probably would experience attempts at trespassing and would have to provide adequate policing of their areas so that the public could not enter. If accidents were to occur, individual owners were warned that they would be liable.

The Stevens Long Dock - one of the areas intended for public access - (see Map Section D) was subjected to an engineering review in June.² As a result of the study's discoveries, the area had to be closed to the public. This closing left only River Road itself for public access to the waterfront area. As a result the six blocks from 4th to 10th Streets (Map 1-1, Sections C, D, E) were heavily utilized on July 4. Portable toilets had to be provided by the City. The owners of the 5th Street pier

-
1. A recent report by Judy Bryngil for WRP concerning the infrastructure along the Weehawken waterfront, shows these lacks in detail in that community also. January 1977.
 2. William C. Kerr, P. E., Safety Investigation of the Stevens Pier Facilities for Use as Viewing Area for "Operation Sail," Center for Municipal Studies and Services, (Hoboken, New Jersey June 21, 1976). Unpublished report.

Section C) sold tickets for July access. Stevens Institute granted permission, upon written request, for private boats to weigh anchor in the Yacht Club anchorage (southern part Section D), the only mooring area along the Hoboken shoreline. In addition, Stevens Institute had Alumni Weekend in progress by July 4 so that the upper campus was fully utilized. Maxwell House (southern part Section F) opened its waterfront parking lot to employees, their families and invited friends. Port Authority (Section B) opened Pier C to a selected group of people.

What became very obvious in July was that access to the waterfront without a ticket or express permission was extremely limited for a reason. The owners of areas which were utilized had the following demands made upon them:

1. Increased liability coverage;
2. Need to provide all amenities - toilet facilities, water, telephone, electricity;
3. The expense of maintenance during and clean up after the event;
4. Need to provide for parking.

Hoboken is requesting \$26,063 from the state for its Operation Sail expenses.³ The breakdown is as follows:

<u>Operation Sail expenditures</u>	<u>Amount</u>
Police (overtime)	\$11,723.85
Firemen (overtime)	2,795.55
Crossing guards - traffic direction	992.00
Public safety personnel	1,096.20
Public Works personnel	6,671.00
Public Works - park personnel (overtime)	687.00
Portable toilets (12) July 3 - 4 - 5	1,600.00
Signs	498.00
	<hr/>
	\$26,063.60

Other expenses such as fencing, litter basket purchases and repairs of drinking fountains in the parks were charged to other accounts and are, therefore, not reflected in the above amount.

On July 4, 1976, the waterfront of New York Harbor was never so much in demand for general public usage and never was it more apparent that there is little space for that general public.

3. Hoboken application for reimbursement from the state for Operation Sail expenditures.

In the main, the following requirements for people usage of the waterfront rose to the fore:

1. Need for an area of river edge public access in every waterfront community;
2. Need for a mooring area in every riverfront community;
3. Need for potable water, electricity and sewerage lines to be installed or connected to existing main lines;
4. Need for careful design and supervision of waterfront properties and their usage.

Erie Lackawanna Ferry Terminal Boat Service to Gateway.

During the summer of 1976 the Hoboken Community Development Agency in cooperation with the Waterborne Transportation Subcommittee of the Gateway National Park System initiated a demonstration boat service from Hoboken to two Gateway sites - Sandy Hook and Floyd Bennett Field. On 4 occasions 400 passenger Circle Line boats were rented and over 1,600 residents of Hoboken, Jersey City and Hudson County enjoyed trips of 1 to 1½ hours one way as well as the joys of outdoor recreation and exhibits at Gateway destinations. The boats left from and returned to the Immigrant Pier at the Erie Lackawanna Terminal (southern part Section A).

In June, legislation (S 3599) was read into the Congressional Record by Senator Harrison Williams which asks for a demonstration project under Section 6 of the Urban Mass Transportation Act of 1964 to provide mass waterborne transportation service from Jersey City and Keyport to Sandy Hook.⁴ Representative James Howard, and later Representative James Florio, supported the legislation. Though WRP supports the concept of another, more extensive demonstration project, researchers think that it would be far more productive and sensible to initiate the ferry service at Hoboken, because:

First, Hoboken's Erie Lackawanna Terminal was selected for the initial demonstration projection 1976 because of its sound physical docking conditions which were ready for immediate use; availability of public rest room and waiting room facilities; access to PATH, Amtrak and bus service (to Hudson and Bergen counties as well as Manhattan); access to taxi service; availability of 1,600 public parking spaces within two blocks of the Terminal; interest in the Terminal as a building on the National Register of Historic Places; proximity to a great number of low-mobility populations.

4. Congressional Record Senate, June 21, 1976, S10024-10025.

Second, Hoboken has already demonstrated the feasibility of conducting the service from the Terminal.

Third, the Terminal is undergoing study and redevelopment. It is meant to house a regional commercial/cultural complex which will include shops, food stands, museums, public plazas, a waterfront park and a market. The Terminal has already received federal grants for such planning. The ferry service would enhance the Terminal and the Terminal, in turn, would enhance the ferry service.

It makes more sense to run Gateway ferry service from the Erie Lackawanna Terminal - an in-place inner city hub - than from other New York Harbor locations.

Historic Site Celebrations

Another immediate use for the waterfront area which occurred during 1976 was the creation of historic celebrations at particular sites. Two of these events occurred last year: one on May 13, the other on June 19.

First Locomotive Celebration.

May 13, 1976. This event was spurred by Stevens Institute and the Waterfront Redevelopment Project with the cooperation of the Hoboken Bicentennial Committee. It focused upon the blocks between Newark and First Streets on River Street (northern part of section A) near which site the first public demonstration of an American-built locomotive took place in 1826. A temporary marker was prepared and a formal public ceremony was held in front of the Post Office Building on May 13. The tablet is presently being transformed into a bronze plaque and will be permanently placed by mid-1977.

The locomotive event added to the historic importance of the southern waterfront area of Hoboken. The locomotive plaque will join the ever-growing number of historic markers planned for City Hall and the Erie Lackawanna Terminal, both buildings which have been proclaimed New Jersey Historic Sites and been placed in the National Register of Historic Places.

First Baseball Game Celebration.

June 19, 1976. This celebration was planned by the Hoboken Bicentennial Committee in conjunction with the City and Stevens Institute. The first professional game of baseball in the United States was played in the Elysian Fields, Hoboken on June 19, 1846. Today's Elysian Park on Hudson

Street between 10th and 11th Streets (Section E) is the last vestige of those Elysian Fields, the outdoor recreation center for millions from 1820 to the 1880's. A reenactment of the original 4-inning game was played on the Stevens Institute playing field. More than 1,000 people attended the event enjoying the day, the festivities and Hoboken. These two occurrences were pleasant, informative, inexpensive to run and the source of excellent publicity for the City of Hoboken in its continuing rise to national prominence as an urban renaissance community.

Tourism on the Waterfront.

The historic event celebrations opened up a new, if at first unbelieving, source of pride and excitement for the people of Hoboken and a novel means of telling the world about their city. However, the events have not provided continuing tourist attractions for the city. Tourism requires a regular schedule of displays of specific sites which are prepared and publicized, in advance, for public view. Though the city of Hoboken with its rich history and its magnificent waterfront vistas appears to have the potential to attract numbers of people looking for something different, that potential needs to be exploited much more than it has been to date.

Besides the Erie Lackawanna Terminal and Elysian Park, the following are also historic waterfront areas.

Hoboken Land and Improvement Building - River and Newark Streets (Section A). An 1889 example of an office structure, it housed the Stevens' family company which developed Hoboken after the death of Colonel John Stevens in 1838. Its interior is constructed in imitation of a ferry boat.

Embarkation Monument - River Street at Second (Section B) - "The Boulder" commemorates the area through which three million soldiers passed on their way to and from Europe during the First World War. On December 4, 1918 President Woodrow Wilson sailed from this same point for the Paris Peace Conference in search of a lasting peace.

Hamburg-American Line and North German Lloyd Line - River Street from 3rd to 4th Streets (now occupied by the Port Authority piers). These piers were the sites of the famous German shipping lines which to a great extent were responsible for making Hoboken into a shipping center. The heavy German population which congregated in Hoboken beginning in the 1860's had its source of employment from these same shipping lines. The German population showed a marked decrease during and after World War I when the piers were confiscated by the U. S. Government. The Federal Government retains ownership to this day.

Stevens Park - originally known as Hudson Square Park - The land between 4th and 5th Streets bordered by Hudson Street was dedicated as a park by Colonel John Stevens in 1804 but developed in 1875. It is the resting place of the cannons from the U.S.S. Portsmouth which participated in the battle of San Francisco in 1848. The Civil War memorial statue was dedicated in 1888 by General William Tecumseh Sherman.

Stevens Institute of Technology - Original building - 5th and Hudson Streets. The building was designed by the famous Richard Upjohn and built in 1870. It was the place where the American Society of Mechanical Engineers was founded in 1880. It housed all of the teaching and administrative services of the college for many years.

Stevens Gate House - 6th Street past River Street. The oldest building on the Stevens campus, it was originally the home for the shepherdess who tended the flocks on the Stevens estate. It is made of serpentine rock and has defied the weather since 1856.

Castle Point - River Road from approximately 8th to 9th Streets. This outcrop of serpentine rock is a rarity in New Jersey and along the East Coast. It is the formation which is described in the log of The Half-Moon during Henry Hudson's voyage of 1609. The log describes "a cliffe... of the color of a white greene, as though it were either copper or silver myne."

Sybil's Cave - River Road about 8th Street - The Cave is no longer discernible in the face of the Castle Point cliff but it could be excavated and restored. Here in 1820, Colonel John Stevens had a shaft driven into the rock and brought up spring water which was to become renowned for its crystal clear and refreshing qualities. Around the spring Stevens constructed a Gothic portal, set out tables and chairs by the riverfront and created the mini-spa which was the beginning of the Hoboken waterfront as a resort for millions.

River Road and 10th Street - Site of the first New York Yacht Club founded in 1844. The clubhouse built at this site was the meeting place for the wealthy men of the day who later were to sponsor a yacht in the British Royal Yacht Squadron Race held off the Isle of Wight in 1855. The yacht gave its name to the 100 Guinea Cup offered as a prize. Because of its unexpected and quite spectacular success in the British race, not only the cup but the race itself bears the name of the victor - America. The America's Cup Race has been won since that time by a United States contender and almost every time by a New York Yacht Club member. (The original clubhouse is now at the Mystic Seaport Museum in Connecticut.)

Bethlehem Steel Ship Yards - Hudson Street between 13th and 14th Streets. - This was formerly the site of the Fletcher and Sons yard, manufacturers of some of the finest marine engines in the world. The engines were found on Hudson River boats and other U. S. steamers. The Ticonderoga, which is magnificently preserved at the Shelbourne Museum in Vermont, contains a Fletcher engine.

Weehawken Cove - Hudson and 16th Streets - The area where Henry Hudson anchored The Half-Moon on October 2, 1609. Later this Cove became the northernmost point of the Elysian Fields, the outdoor recreation area which extends from Tenth Street northward.

This listing of sites shows how the Hoboken waterfront has played a vital, as well as a creative role, in the developmental history of the city. A tourism plan which incorporated all of these sites into a package could be attractive. Inspection of the sites, under the direction of a knowledgeable guide, could provide a weekend attraction during the spring, summer and fall seasons. Stops at other buildings in town, such as Holy Innocents Church, would enhance such a tour. The waterfront, however, would be the focal point.

All of the above would need to be made more presentable for tourists. For instance, Sybil's Cave would have to be reconstructed, a period redecoration of an office in the Hoboken Land and Improvement Building would be necessary, the headhouse at Port Authority's Pier B would have to be reconverted to look like a turn-of-the-century passenger terminal, or perhaps the 1918-20 when the U. S. troops departed and returned from World War I. A novel mode of transportation would be needed to take people on the tour of the waterfront, perhaps a diesel-powered antique trolley, horse drawn carriage or steam engine train.

Obviously, all of this requires an investment in time, planning and money, but it could be a means of utilizing the historic and scenic features of a very old city. (See Chapter 5 - Recreation, for a further discussion of tourism.)

U. S. S. New Jersey

Another possible tourist attraction is presently being discussed for the Hoboken waterfront. It would be the placement of the battleship U.S.S. New Jersey south of the Erie Lackawanna Terminal. The ship would be used as an educational/museum center. A state Commission has been created by the Governor of New Jersey to explore the feasibility of state ownership of the ship and of the costs of maintaining it. The Commission must also determine how to finance all of the following: the towing charges from the west coast; provision of permanent mooring; creation and implementation of a plan for renovation and redecoration; discovery of the nucleus for a museum collection and the evolution of an attractive, well-

organized and informative educational/museum presentation. Competition is keen among Jersey City, Hoboken and five other cities for the siting of the ship. Though this ship could add to the Hoboken tourism attractions discussed above, once more it requires a large investment of money, as well as continuous operating expense by a special organization. As of this writing, the investigation of feasibility is continuing.

Hoboken Midsummer Carnival and River City Fair

Thought should be given to the feasibility of having a Midsummer Carnival. The carnival would consist primarily of rides, merry-go-around, ferris wheel and others, as well as prize contests, and cotton candy confections. An appropriate site would be River Road which can be closed off for a few days.

The feasibility study would start with the Amusement Business Magazine, published at One Astor Place, New York City. This publication, a weekly, gives details on travelling carnival shows. There are numerous problems to be considered: for example resources required of Hoboken such as police protection, sanitary facilities; parking problem since people from all over Hudson County would be coming; other than entertainment, would Hoboken profit economically or socially?

In 1973 and 1974 there was a River City Fair held in late July on the Stevens' Long Dock. It did not have the rides and carnival mentioned above; but presented displays by local and regional groups, an art show, flea market, live animals presented by the Newark Museum, live entertainment, the ship Clearwater which people could board, ethnic food stands, plant and vegetable vendors. Both fairs attracted over 5,000 people and received newspaper and television coverage.

CHAPTER 5: POTENTIAL ALTERNATIVE USES OF THE WATERFRONT WITH CAPITAL INVESTMENT

The objective of this chapter is to examine potential industrial, commercial, residential and recreational reuses of the waterfront. In Chapter 6 suggestions will be made for locating those uses that appear to have potential.

Industrial Land Use

From the 1860's to the 1940's the Hoboken waterfront was a site for shipping, manufacturing, railroading and warehousing. Today, as the land use chart in Chapter 3 indicates, these uses combined represent less than half of the modes of utilization of the area. This has occurred because few industrial firms any longer find a waterfront location attractive or necessary. Urban waterfronts have problems, as was discussed in Report #1: Existing Conditions and other reports.¹ Road access to the Hoboken riverfront area is limited when viewed by today's technological requirements. In addition, room for expansion is not available. It becomes apparent from the limitations of access and space that only an industrial operation which requires a waterfront location as an integral part of its operation would be willing to suffer the inconveniences of the Hoboken waterfront.

This trend of decline in use by industry and frequent abandonment has been seen and documented in the Harbor region itself, not just in Hoboken. In 1949 a Port Authority survey showed that 16% of prime New Jersey harborfront was used for industrial purposes, 21% for shipping, 42% for railroads and 11% was underdeveloped.² By 1962 the New Jersey Department of Conservation and Economic Development discovered that 23% of the New Jersey harborfront along the Hudson River and Upper bay was undeveloped or abandoned,³ an increase in abandonment with a corresponding decline in non-residential uses. In 1975, the Tri-State Planning Commission performed still another study. The Harbor area (defined as the mouths of the Hudson, Passaic,

-
1. Helen Manogue, Center for Municipal Studies and Services, pp. 48-51.; Mayo, Lynch and Associates for the Hoboken Planning Board, Fiscal Study, p. RT - 5.
 2. The Port of New York Authority, Marine Terminal Survey of the New Jersey Waterfront, February, 1949.
 3. New Jersey Department of Conservation and Economic Development, Waterfront Utilization in Northeast New Jersey, 1962.

Raritan and East Rivers) was found to be both symbol and foundation for the Tri-State Region's economic wealth and influence ... but large sections of its shore are unprofitably archaic."⁴ The actual usage figures for the Harbor showed that there had been a 43% decrease in industrial/shipping/railroad uses since 1949. By 1975, one-third of the area was undeveloped or abandoned, an increase of 21% since 1949. This trend would appear to be continuing as "the central harborfront shakes off its dingy industrial heritage." ⁵

As early as 1966 the Tri-State Regional Planning Commission stated that "the redevelopment of harborfront land must be directed toward residential and recreational uses. Industrial uses are questionable due to the congestion which characterizes many waterfront areas."⁶

Industry in general, not just that on the waterfront, has been moving from the city to greener pastures, where there is room to build horizontal buildings in line with the changed technologies of production, where there is area to expand, less congestion on the roads, more parking space, and where executives may have all amenities only a few miles from home and family. The cleaner, more pleasant environment of the suburbs (and the southern part of the United States), has proved to be a mighty lure for all types of industrial facilities.

In the case of New Jersey, there are additional reasons for the departure of industrial concerns. A survey of the eight states with which New Jersey normally competes - New York, Delaware, Ohio, Maryland, Pennsylvania, Connecticut, Massachusetts and South Carolina - was undertaken by the Governor's Economic Recovery Commission.⁷ It shows that New Jersey ranks as follows:

- 2nd most costly in manufacturing hourly wage
- 5th most costly in building costs
- 3rd most costly in state and local taxes
- 2nd most costly in unemployment insurance and workmen's compensation

-
4. Tri-State Regional Planning Commission, The Changing Harborfront, 1966, p.10.
 5. Tri-State Regional Planning Commission, The Tri-State Coastal Zone: Management Perspectives, April, 1975, p. 1.
 6. Op. cit., The Changing Harborfront, p. 11.
 7. Governor's Economic Recovery Commission, Vol. 1., January, 1976, pp. 55-56.

- 1st most costly in coal
- 3rd most costly in electrical power
- 4th most costly in natural gas (if available)
- 2nd most costly in oil

The conclusion of the Commission was that New Jersey is a "high cost" state. For these and the reasons of aging and the obsolescence of existing facilities. Hoboken and its waterfront area have all been losing industry. Will it come back?

That is the question which the State of New Jersey is trying to answer. In an attempt to overcome what has been recognized as a long-term economic decline (from 1970 onward) the New Jersey Department of Labor and Industry, Division of Economic Development, has been trying to promote international trade, tourism, business advocacy and technical assistance to business. An infusion of time and money has also been made by the Economic Development Authority (EDA), again of the Department of Labor and Industry. The EDA offers federally subsidized loans to finance industrial and business expansion, plant construction, acquisition and renovation of machinery and equipment. It also guarantees loans and provides subsidized finance for pollution devices. It cannot, however, provide equity or working capital, both elements which economists think are essential to the recovery of an old industrial state such as New Jersey which needs "diversification and new enterprises, replacement industries for those it will inevitably lose to other, lower cost, regions."⁸

In fact, New Jersey has many of the aspects of a "one-crop economy," i.e. an economic system based upon one type of activity. In the case of New Jersey the state appears to certain planners and economists to be top-heavy with industry, so much so that when a recession hits and the heavy industrial community is inevitably affected the state has little else to fall back upon.⁹ Hudson County, with 34.1% of its land devoted to industrial uses, has three times as much land in this category as the next highest New Jersey County (Union, 11.3%). This may be one of the factors which has placed Hudson County in the position of continuing and lengthy economic decline. (Hudson County Economic Base Study notes that from 1963 to 1974 unemployment rates in the county have been higher than in any other New Jersey County.)

In light of these problems, it should be obvious that the traditional or historic uses of urban land must be carefully reexamined. New Jersey is an "old" industrial state with an "aging capital stock" which has been

-
- 8. Peter Bearse, "What's to be Done with an Old Industrial State?", New Jersey Magazine, Vol. 6 No. 9, p.43.
 - 9. Ed. F. Bergman, et al, A Geography of the New York Metropolitan Region Kendall/Hunt Publishing, 1975, p. 130.

made so by lack of an adequate rate of investment in the manufacturing sector.¹⁰ To perpetuate old uses, such as certain types of traditional industry may destroy the future just as surely as the present is being undermined. Economic growth will not come with repetition but with "diversification, innovation and new enterprise."¹¹

If the state is to attract new industry, however, it is conceded by most that there will have to be some adjustments in the tax posture of the state, and especially that which pertains to the cities. The property tax is a particular problem. Tax abatements are suggested by the Department of Labor and Industry and others as a major factor in attracting industry back into the cities. This is a problem for a city such as Hoboken which already has many tax abated as well as tax exempt properties. Can it afford more of the same without special compensation from the state? It may be time for the cities to do their own benefit-cost analysis in order to determine if industry attracted at the expense of tax abatement is worth it. There is some opinion it is not. It may be time for cities such as Hoboken to place a different emphasis on growth and enumerate just what factors are essential in order to make new economic facilities attractive and beneficial to the city. In other words it may be time to take a new approach to economic expansion.

Factors for Economic Growth

One of the essential features for any type of expansion (whether industrial, or commercial) is that the facility provide jobs for residents. The unemployment rate in Hoboken stands at 13.2% (county rate is 9.4%).¹² Hoboken unemployment reflects an actual loss of 3,900 jobs in the industrial sector from 1963 to 1972. In addition, the population is heavily blue collar so that the city needs unskilled and semi-skilled jobs in quantity or extensive in-service training and retraining programs for residents to prepare them for new careers.

Another factor which Hoboken should seek in any new industrial or commercial placement is firms which will not add to the pollution of the area. Hudson County has one of the highest rates of pollution in the state.¹³ It also has one of the highest rates of cancer in a state known as "Cancer Alley."¹⁴

10. Dr. Adam Broner, Economic Policy Council quoted in New Jersey Magazine, p. 41, also see "New Jersey's Manufacturing Industries: A Long-Run Overview," 8th Annual Report of the New Jersey Economic Policy Council.

11. Op. cit., New Jersey Magazine, p.42.

12. Communication from New Jersey Department of Labor and Industry, Division of Labor Statistics, Ray Daly, January 13, 1977.

13. Joseph Albright, "Jersey City air worst in state," The Jersey Journal March, 1977, p. 1.

14. New Jersey Department of Environmental Protection, Cancer and Environment, May 25, 1976, p. 19.

Recent reports from the Cancer Institute of New Jersey have noted that 'proportionally, New Jersey's incidence of cancer mortality is greater than that of any other state in America.'¹⁵ Dr. Donald B. Louria, chairman of the Department of Preventive Medicine and Community Health at the New Jersey Medical School in Newark has found that "the excessive New Jersey mortality (due to cancer) appears to be concentrated in the 13 northern counties."¹⁶ According to the New Jersey Health Department, Hudson County has the highest rate of cancer in the state.¹⁷ The New Jersey Department of Environmental Protection has already begun to inventory and monitor carcinogens and other environmental contaminants. The New Jersey Department of Health has received a grant from the National Cancer Institute to conduct epidemiologic studies which will attempt to further define relationships between the cancer mortality in the state and occupational exposures. In the meantime however, it behooves Hudson County to be extremely careful in the selection of new economic growth facilities. New sources of carcinogenic and other contaminants should be discouraged.

Pollution also has another effect upon the county and city. The desire on the part of corporate executives in industry and commerce for clean air, nice settings - in general, a healthy, pleasant environment, - has been documented.¹⁸ New Jersey has a poor image in the area of pollution and congestion. If the state itself, much less Hoboken, is to attract new industry and commerce, it must clean up present environmental problems and prevent others from occurring. The old adage, "which comes first, the chicken or the egg," no longer can be applied to pollution and economic decline. It is obvious that a dirty and polluted environment drives out most forms of economic opportunity. Hoboken and other cities can no longer afford to provide sites for pollution and environmental degradation. If the city wants the most jobs for the most people it may have to forego certain types of heavy industry in the interest of the over-all physical and economic well-being of its people.

-
15. Cancer Institute of New Jersey, "A Report on Cancer Mortality in the State of New Jersey 1950-1969." January 1, 1976, p.2.
 16. "Cancer in New Jersey: An Overview," paper presented at the Seminar for Physicians: Cancer Risk Identification Within New Jersey, May 1-2, 1976, p. 10.
 17. New Jersey Department of Health, Hudson Health Systems Agency.
 18. New Jersey State Chamber of Commerce in conjunction with Business Week Magazine conducted a nationwide survey of 2000 corporate executives. See reference in Governors Economic Recovery Commission Report, Vol. 1, pp. 92-3.

Still one more feature which Hoboken must find in new facilities is intensive use of its land. There is little undeveloped land in Hoboken so that vacant areas must be used in such a way as to accommodate as many workers per square foot (and uses per building) of building space as possible. It is not such a surprise to see that square foot usage per employee by firms which have prospered on the Hoboken waterfront is rather high. An interview/survey of major industrial and service organizations was conducted by the WRP from January thru March 1976. It showed the following results:

<u>Type of facility</u>	<u>Number of years in location</u>	<u>Sq. footage per employee</u>	<u>Employees per acre</u>
Ship repair	86	684	63
Food preparation	38	493	88
Container manufacturing	35	930	51
Testing	49	501	84

The figure of 750 square feet per employee was the Hudson County average in 1963 (one of the highest in the tri-state region). By comparison, the present figures are generally below the 1963 county figure, a time before Hudson County hit its economic decline.

Firms which already operate in Hudson County and which show intensive use of space are:

<u>Category</u>	<u>Employees per acre</u>
Leather and leather products	289.8
Apparel and other textile products	147.7
Printing and publishing	102.1
Textile mill products	98.7
Electrical equipment and supply	86.9

(Source: Hudson County Land Use Study and Plan, December 1974.)

All of the above except Electrical Equipment and Supply constitute industry which may be classified as light rather than heavy. Most also tend to utilize the skills of local residents thus producing a combination of merit for the area.

Foreign Trade Zones ¹⁹

One type of industrial development which has been receiving increased attention over the last several years in urban areas is the Foreign Trade Zone (FTZ). FTZ's were created in 1934 by the federal government as a means of improving the balance of trade, as a service to the U. S. business community and as a way of encouraging operations which otherwise would be conducted abroad due to Customs laws.

"A foreign trade zone is an isolated, enclosed and policed area, operated as a public utility, in or adjacent to a port of entry, furnished with facilities for lading, unloading, handling, storing, manipulating, and exhibiting goods, and for reshipping them by land, water or air. Any foreign and domestic merchandise...may be brought into a zone without being subject to the customs laws of the United States...such merchandise...may be sorted, exhibited, manufactured, mixed or manipulated." ²⁰

Duties are paid only when the goods from the FTZ enter the domestic market. The foreign exporter benefits from this low-cost distribution center. American importers benefit from the zone by having goods from abroad brought into the zone where they require no duty and may be inspected for compliance to specifications.

More importantly, imported parts may be converted into manufactured items which are subject to lower duty. An example of this procedure is found in foreign-made typewriter parts which are subject to customs duty. These parts may enter a Foreign Trade Zone free of duty and be utilized in the Zone to make complete typewriters which may enter the U. S. duty free.²¹ Obviously, the importer benefits from this operation but so can the local job market if the right type of manufacturing is performed.

In 1975 there were 11 foreign-trade zones in the U. S. (five more have been approved since then while New Haven and Bridgeport, Connecticut are currently moving toward FTZ creation). Well over 800 firms used the zones during fiscal 1975.²²

19. For a full discussion of this zone see Donald E. Asdorian, "A Comparative Study of Special Customs Facilities: Bonded Warehousing and Foreign-Trade Zones," Center for Municipal Studies and Services, Student Report, 1976.

20. Commerce and Trade, Chapter IV, Part 400, Title 15.

21. Foreign Trade Zone No. 1, of New York, S & F Warehouses, Inc. Brooklyn, N.Y.

22. 37th Annual Report of the Foreign Trade Zones Board to the Congress of the United States, Foreign-Trade Zones Board, Washington, D. C.

FTZ's may be involved in simply storing and processing but it is 'where there is substitution for overseas manufacturing operations that zones make their greatest economic contribution.'²³ In addition, some of the most successful FTZ's are included in public industrial parks. In fact the location of an FTZ within an industrial park appears to be an attraction to many firms.²⁴ Many successful zones have small volume-high value industries such as electrical equipment firms.²⁵

The only New York Harbor FTZ is located in the former Brooklyn Navy Yard, Building 77. Operated in 140,000 square feet, the Brooklyn facility served 95 firms in 1975. The goods handled ranged from automotive parts to watches. Most of the activity in the FTZ involved inspection, repackaging and remarking. The facility showed a slight deficit for the year.

Before an FTZ may be created by the Federal Trade Board, several procedures are required:

1. an economic survey must be performed which will justify creation and encourage foreign trade. Included in this is indication of how many firms would use the facility; (15CFR Part 400.400)
2. proof must be given of the ability to finance the zone; (400.401)
3. proof must be given of adequate physical facilities, i.e., adequacy of slips, wharves, docks; transportation connections; warehouse availability; light, power, water, sewer facilities; fire protection; availability of administration and living quarters for officers and employees. (400.402)

Preference is given to public corporations rather than private. (400.503)
Zones must be planned and operated as public utilities.

The Port Authority is in the process of assessing the need for such a facility in New Jersey (probably at Port Elizabeth or Port Newark because of land area availability). However, a preliminary needs survey has not established a desire for an FTZ²⁶ at this time.

The basis for the creation of an FTZ is the number and types of firms willing to enter into agreements for use of the zone. The key to the

23. Op. cit., Foreign Trade Zone No. 1, p.1., also David Glickman, Port Authority of New York and New Jersey, meeting February 13, 1976.

24. Conversation with Mr. Simmons, New Jersey Department of Labor and Industry, Division of Economic Development, March 11, 1977.

25. Op. cit., Glickman.

26. Conversation with J. Gorman, Port Authority of New York and New Jersey, March 11, 1977.

success of an FTZ is manufacturing. If the idea were to be pursued in Hoboken, possibly as part of an industrial park, the following elements would have to be studied first:

1. survey of FTZ market
2. determination of costs
3. an analysis of benefit over regular manufacturing areas as well as bonded warehouse (the latter also provide duty free storage but for a limited time)
4. examination of potential for inclusion in an industrial park complex.

Onshore Support Facilities for Oil and Gas Exploration

Sites on shore are currently being sought to act as landbased support areas for the oil and gas exploration off the coast of New Jersey. There are five basic types of support facilities:

1. Temporary service bases
2. Permanent service bases
3. Support bases for platform and pipeline installation
4. Repair and maintenance yards
5. Pipe coating yards

The Center for Coastal and Environmental Studies of Rutgers University is already in the process of a study which is to determine where such facilities might be placed in New Jersey. Though particular emphasis is being placed on Raritan Bay, the Atlantic coastline and Delaware River and Bay, the Hudson River area could also be considered.

Of the five types of facilities listed above, three might be considered in Hoboken.

Temporary service bases

This type of base would be leased for one year or less. It would be used for the transfer of materials and workers to and from the offshore drilling areas. It would need to be accessible to helicopters, trucks and cars, have an excellent communication network as well as ample storage area. It would have to operate in all weather providing a 15-20 foot draft at its docks, supplying a wharf space of 200 feet per drilling rig and should have service facilities close at hand.

The Port Authority piers obviously have the space available for such a base and also have the piers, headhouse and protected area already in place. The piers, however, suffer from poor accessibility for vehicular traffic as noted in Report #1: Existing Conditions. They also would have difficulty in accommodating helicopter service in the area. Being in such close proximity to the apartments in Grogan Marine View Plaza, the piers as such would not be an acceptable place to create the congestion and noise that would be attendant upon these bases.

Permanent service bases

These facilities are very much the same as the temporary type except that they would serve still more rigs and be even more intensively used over longer period of time. Again, outside of the Weehawken Cove area, which needs much capital investment since it is practically now all underwater. Also it presents difficult access problems.* There are no places along the Hoboken shoreline where such bases could be located.

Repair and maintenance yards

This type of facility would probably utilize existing yards which are involved in hull repair, mechanical and electronic as well as large (ocean-going) vessel repairs. The large vessel would be serviced in places other than the "frontier area" - presumably this could mean in the Hudson River.

The Bethlehem Steel ship repair yards in Hoboken would be ideal for such large ship, non-frontier-area repairs. No other site in Hoboken could accommodate these facilities.

The other two types of anticipated onshore facilities would not be appropriate for Hoboken. The platform and pipeline installation facilities would require vast amounts of open storage, warehouse and office space in combination with maintenance and repair facilities. Hoboken has no such facilities nor space in which to create them. In addition the platform and pipeline installation facilities are supposed to be as close to the area where the platforms and pipelines are to be installed in the ocean. Hoboken is approximately 175 miles from the nearest of these sites as they are now being discussed.

The other type of onshore facility which would not be feasible in Hoboken is the pipe coating yard. These yards would have to provide facilities which contained chemical primers, and could provide concrete coating and wire mesh reinforcement. There is no space along the Hoboken waterfront

* In a study completed in May 1977, the Port Authority examined the Weehawken Cove area as well as their own piers. Their study concluded that both sites were unacceptable for either a temporary or permanent base. The land areas are too small as compared with other available sites. See Support Bases for Offshore Drilling: The Port of New York Potential.

for such operations with the possible exception of the Port Authority piers. In the instance of the pipe coating yard as in that of the temporary and permanent service bases, the proximity of the Port Authority piers to the residential area of Grogan Marine View Plaza (actually just across the street) as well as the city's plans for the growth of a much-improved southern commercial and residential section in this area, prohibit the intrusion of this type of heavy industrial operation. It should not occur in this area. This third possible use has so many unfavorable characteristics that it is considered unacceptable.

Containerization

The Tri-State Regional Planning Commission has stated that "concentration of waterborne commerce in the Region's Central harbor subzone has been and will be the most important economic activity of the coastal zone."²⁷ The Commission also notes, however, that there has been a "rapid shift" from breakbulk cargo handling to containerization. The shift is expected to continue.

In order to be part of the containerization boom a facility must provide 35-40 foot channel depth (off Hoboken the channel is 45 feet), at least 700 foot wide channel for turnarounds (channel is 2,000 feet wide at Hoboken), and be near the open sea. Besides these waterborne access needs, a containerport also has landside requirements. There is need for 50 to 60 acres per berth (Hoboken's Port Authority piers has about 40 acres total or less than 14 acres per berth). The cost of acquiring more land, even if it were available, would be prohibitive. Because of lack of space at conventional facilities, containerports have moved to new locations such as Port Elizabeth.

In addition to space requirements, containerports need quick and easy access from the landside. Trucks are increasingly the carriers of containers. Some trailer trucks even go directly aboard the ships. Truck access to and within Hoboken is difficult (see Report #1: Existing Conditions). In the days before the decline of the railroad, Hoboken's waterfront enjoyed rail access of almost unprecedented quality. Today, even that has ceased (Hoboken Shore Railroad is no longer operable). Containerization does not appear to be possible for Hoboken with the current technology of strong containers.

Breakbulk

Breakbulk (the traditional way of handling cargo piece by piece) is quickly losing ground in New York Harbor. Seventy percent of all shipping is now handled by containers. The remaining 30% is being sought by breakbulk facilities in Brooklyn, Manhattan and Port Newark as well as Hoboken.

27. Op. cit., The Tri-State Coastal Zone, p. 29.

In addition, even though the Port of New York remains an important marine terminal, "the Port's portion of total U. S. oceanborne foreign trade has declined from 28% to 12.9% (from 1940 to 1973)."²⁸ This indicates a shipping trend to other U. S. ports.

All of these factors point to a continuing decline in the market for breakbulk facilities in the harbor as the containership continues its spectacular rise to dominance in shipping freight. Though the Hoboken Port Authority area may represent a fine breakbulk facility all by itself, it remains to be seen just how much traffic will come its way in the fierce competition for breakbulk cargoes which is now occurring.

Dr. Mitchell L. Moss, assistant professor of planning and public administration at New York University's Graduate School of Public Administration, sums up the situation:

The urban port has traditionally been defined in terms of economic development and the contribution of waterborne commerce to the city's economy. This role still exists for port facilities where shipping is technologically feasible and economically viable. However, a large number of port areas located next to the Central Business District of large cities no longer meet the requirements of modern shipping and transportation technology. Therefore, the purpose which the urban port serves must be reconsidered and redefined. These port areas located in the heart of our urban communities can play a vital role in our attempts to deal with the social, economic and physical problems present in our central cities.²⁹

In conclusion, breakbulk cargo handling is desirable but it appears to have seen its day in Hoboken, except for occasional cargoes. This use will not be considered as an available alternative.

Attitudes of Existing Waterfront Firms

A natural question to ask is why more industrial firms like those presently on the waterfront could not be induced to come to Hoboken. Of course one answer is that suitable, available land is limited. If by some means such sites would become available at reasonable cost, what might be the attitude of firms like those in Hoboken to settling here? To help answer this question, the WRP conducted a survey among the existing firms on the waterfront as to their problems and needs.

28. Mitchell L. Moss, "The Urban Port: A Hidden Resource for the city and the Coastal Zone," Coastal Zone Management Journal, Vol. 2, No. 3, 1976, p. 232.

29. Ibid., p. 240

One of the major findings of this survey was that the existing waterfront firms which were included in the survey did not intend to leave Hoboken in the immediate future.³⁰ However, they had no intention of expanding or relocating in the city.

In an attempt to discover why this was the case, the survey asked about the disadvantages of a Hoboken waterfront location. The results are as follows:

Of 9 firms interviewed

<u>Disadvantage</u>	<u>Number of firms which listed as a disadvantage</u>
Property taxes	4
Condition of nearby buildings	3
Condition of streets	3
Assessment policies	1
Local zoning	1
Inability to expand	1

An assessment of factors necessary for the operation of the firm was also elicited.

<u>Need</u>	<u>Number of firms which listed as a need</u>
Electrical supply	8
Security	8
Water supply	7
Auto access	7
Truck access	6
Gas supply	6
Police enforcement	4
Labor supply	4
Good streets	3
Public transportation	3

Of the nine firms interviewed, three felt that their layout was efficient, three did not and one felt that it was "acceptable." Two had no response to the question (at this writing one of these two has already ceased operation). The "no" answers could be troublesome for the obsolete and

30. See section on Factors for Economic Growth.

inefficient facility is the one from which firms tend to move. The creation of the Hoboken Economic Development Corporation in January 1977 by the city of Hoboken has taken as its first objective that of working to keep the firms which are in the city. Time will tell whether the new Corporation can overcome the effects of inefficient layouts, high taxes and poor streets in order to retain these firms. It is, however, a sound decision for the Economic Development Corporation to work for retention of existing firms for it is uncertain with today's financial and technological restraints just what new industrial operations will come to the city. Thus it appears not to be a question of being able to induce like firms to come to the waterfront but to retain those that are here.

The Record

Early in 1966 a Tri-State Regional Planning Commission study concluded that the Hudson River and upper bay had been experiencing a change in activities and land use. "Promotion efforts to replace (old) activities with industry have been marked with little success. In some cases the land has reverted to municipal ownership through non-payment of taxes."³¹ This statement could be classified as a prophecy in 1966 of what was about to happen in Hoboken.

The actual performance record of the Hoboken waterfront over the years in attracting new industry could be taken as a fulfillment of the Tri-State forecast as well as proof of the thesis of industrial decline. Parties interested in settling along the Hoboken waterfront have not been great in number. There has been no rush for vacated areas.

Fifth and Sixth Street Piers - When Holland America Lines left Hoboken in 1967, the area was purchased by a speculator. It brought in no rentals and was soon foreclosed. In the early 1970's Mervyn's Midnight Waterfront Beauty Inc., (later to become MMWB) purchased the piers. It failed to pay full taxes and the property is now being foreclosed once again.

Ninth Street Pier - Sound Ship Building rented the former Penn Central marine repair piers after lighterage disappeared from the harbor. The ship building company soon left, however, and taxes accrued. Recently the property was sold to Union Dry Dock and Repair Co., Inc., of Weehawken.

Weehawken Cove - Todd Shipyards left the area in 1967 ending almost a century of ship building and repair on the site. In 1969 Todd gave the property to Hoboken in payment of back taxes. By 1971 an

31. Op.cit., The Changing Harborfront, p. 11.

oil desulphurization plant was proposed for the site. Public outcry stopped the project on environmental and safety grounds. In 1972 an oil tank farm was suggested and the site was purchased. Again the environmental and safety problems associated with such a facility came to the fore and after three years the project was refused permits by the state. As far as is possible to ascertain, no interest has been exhibited in the site since then.

It becomes obvious from the history above that the only potential developers have represented petro-chemical interests. Oil and oil related refinery facilities tend to endanger the environment as well as the lives and safety of those living nearby. In addition these facilities tend to be inordinately low in jobs per acre of land. These types of heavy industrial facilities are not suitable for consideration for location in such densely-populated areas as Hoboken.

Commercial Land Use

Since clean, acceptable industry does not appear to be flocking to Hoboken, it may be time to think in less traditional ways concerning land use on the waterfront.

Within this category of land use lies some hope for the urban waterfront. Aesthetically the riverfront is ideal for offices, restaurants, shops and a complete spectrum of recreational activities. The Tri-State Regional Planning Commission recognizes the fact that redevelopment of the urban waterfront for industrial purposes has distinct limitations because of the "congested harborfront sites which must compete with the suburbs broad expanses, the Jersey Meadows and the industrial parks in Brooklyn and Staten Island." The Commission sees that there is, however, an opportunity to capitalize on the scenic assets of the port for commercial and residential purposes. "On the New Jersey side an alternating pattern of residential and commercial can be foreseen starting at Edgewater and extending to Bayonne."³²

The water side location and the view create actual economic value which needs to be brought to the attention of developers. Water is a major sales factor. However, the amenities of the waterfront such as views, bike paths, walkways, parks and river access must be assured before commercial ventures can be expected to seek placement in Hoboken. There must be a policy of development (by master plan and zoning code among other methods) which assures a long-term commitment on the part of the city to clean, attractive economic riverfront growth. If such a guarantee is provided, the chances for economic development will improve. In addition, a general

32. Op. cit., The Tri-State Coastal Zone, p. 1.

cleanup of the waterfront would help attract new, pleasant land uses. The present condition of the waterfront with its broken down piers and abandoned railroad is not conducive to investment. Hoboken has the opportunity to achieve a cleanup by participation in the Corps of Engineers' New York Harbor Clean-up Program which provides two-thirds federal money for demolition of decrepit piers and removal of derelict vessels. New York State has already passed a bill which picks up 50% of the local cost for its waterfront cities (see New York Assembly 13009). Similar legislation should be sought in New Jersey. In fact, a proposal for a conference of cities involved in the New Jersey portion of the Clean-up Project area was put forward by the Waterfront Redevelopment Project last fall. Though interest was evinced by other cities and the state, no action has been taken to date. WRP strongly suggests that Hoboken and the Center for Municipal Studies and Services follow through on this matter as a means of obtaining financial help for a better-looking waterfront. The cleanup project is essential for the type of economic growth which could enhance Hoboken's future.

Commercial growth is also a well-suited companion for the residential rebirth which the city is experiencing. The brownstone revival is expected to continue to bring more educated, middle class people to swell the numbers already in the city. The demand for specialty shopping, restaurants and recreational facilities will increase. Already Hoboken is experiencing an influx of restaurants (four within the last year). This trend will continue especially if Hoboken's potential for tourism is exploited at the same time.

The Erie Lackawanna Terminal, a national historic site since 1973, is being planned as a site for offices, recreation, shops and community activities. With the successful competition for Public Works money the Terminal's commercial development could begin in 1977. Such an occurrence will provide the southeastern part of town with a new vitality. The entire area from the PATH station on Hudson Place to Second and River Streets could encompass a fine commercial complex.

Mixed-Use Development

This concept is considered to be the "single most important innovation in urban land use during the past two decades comparable only to the shopping center."³³ It provides for intensive use of urban land by bringing together a number of inter-related land uses (such as offices, service facilities and retail outlets) in either a single vertical megastructure or a coordinated set of complementary buildings interconnected by walkways or court yards. Midtown Plaza, Rochester, New York is an example of a Mixed-Use Development. It incorporates well-coordinated retail shops, office

33. The Urban Land Institute, "Mixed-Use Developments: New Ways of Land Use," Technical Bulletin 71, 1976.

areas, restaurants and motel space. Rockefeller Center in New York City is the prototype of this kind of land use. In Chapter 6, Section B, specific suggestions are made for mixed use development in Hoboken.

Office Space

Office space is a limited commodity in Hoboken. Several old buildings have been renovated for office uses but more might be worth looking into.

Recent indicators and projections bode well for office demand. A current issue of a municipal government publication noted that a Chicago real estate firm had performed a survey which showed that in 12 cities polled (New York City was one) there will be a shortage of office space within the next two years. The survey also claimed that office space shortages were already occurring in New York City.³⁴

Besides the prediction of office space shortage (and therefore the need to create more), office-related jobs have been projected by the Regional Planning Association (RPA) as nearly doubling by the year 2000 in the New York Region. By 1985, RPA has projected that "office buildings will house $\frac{1}{4}$ of the Region's employment... merely 18% of the jobs would remain for dispersal among industrial sites." Though three-quarters of the office jobs were projected by RPA to be drawn to the Manhattan Central Business District, still another 40,000 should find their way to areas near Manhattan such as to Brooklyn, Jamaica and New Jersey.³⁵

The Tri-State Regional Planning Commission agrees with the projected rapid growth in office-oriented employment. Service occupations such as those found in banks, government offices, public utilities, personal care facilities (barbers, and so on) should also show great gains. In addition, sales workers and managers' jobs should also increase in number.

Projections made by the New Jersey Department of Labor and Industry to 1985 indicate the same job growth patterns. According to the department the greatest numbers of jobs by 1980 in Hudson County should be in the clerical worker category. Over 60,000 of the total 236,832 jobs in the county will be held by workers in the clerical field. The state projects as many as 3,463 job openings per year in this category alone. The growth in this field is projected to be the highest of any category.

Other growth areas of employment will be service or office/retail oriented. Professional, technical jobs show the second highest projected increase for the county with 1,204 job openings per year. The third level of job increase should appear in the managers, officials and proprietors category

34. "Office Space Shortage in Big Cities Predicted," City Hall Digest, Vol. 2, No. 2, February 1977, p. 1.

35. Regional Planning Association, "Projections for the New York Urban Region's 5 Counties - 1985 2000," July 10, 1973, pp. 34-36.

(in banking, retail) and fourth largest growth should be in the service workers category (cleaning, health, personal and protection services). Operatives, laborers, craftsmen and foremen categories of employment all show declines in Hudson County.³⁶ These projections indicate the need in Hoboken for new land uses and for the training and retraining of the work force in order to meet future job opportunities.

It is time to change. The New Jersey Department of Labor and Industry notes that "the recent turndown in the economy, an analysis of the long term deterioration of the state's manufacturing base, plus changes in the employment structure, all point to a definite shift from the old patterns."³⁷

Convention Center

This type of land use requires large amounts of square footage, something which Hoboken does not have in its waterfront area. The New York Coliseum with 300,000 square feet of exhibition space is considered to be too small (also it is arranged on 5 floors whereas convention space is preferable all on one level.)³⁸ The convention center which had been proposed for the West Side of Manhattan, was to have had a single level, 560,000 square foot center with seating for 50,000 a meeting room for 6,380 and four types of restaurants. A new site is being explored at Battery City. The other prerequisite for a successful convention center besides space is easy vehicular access and parking facilities.

There is little hope that Hoboken can find enough land to create a large convention center on the waterfront. In addition, vehicular access to the waterfront, as has been mentioned with regard to the Port Authority piers is inadequate and for Weehawken Cove, non-existent. Inasmuch as easy trucking access to convention centers is a major success factor, the Hoboken waterfront probably could not support such a venture.

The only possibility would be for a small conference and exhibition center catering to specialty shows and large meetings, such as regional sales and training meetings. This facility could be incorporated in a hotel-marina complex.

36. New Jersey Department of Labor and Industry, Division of Planning and Research, New Jersey's Manpower Challenge of the Eighties, March 1975.

37. New Jersey Department of Labor and Industry, Division of Planning and Research, Office of Business Economics, Official State Projections: New Jersey Population Projections 1980-2000, 1975, p.2.

38. Carter B. Horsley, "Convention Centers: Another Kind of Show Business" New York Times, Section 8, Sunday January 25, 1976, p. 1.

Retail Trade

in 1972 Hoboken had 430 retail establishments with sales amounting to \$52,076,000. Of these, 142 were eating and drinking places, 108 food stores; and then come 49 apparel and accessory stores.³⁹

Even though Hoboken has as of 1969, 64.8% of its families in the \$0 to 9,999 income category, another 22.8% were in the \$10,000 to 14,999 range and 12.4% were above \$15,000. It may be safe to surmise from these and the above figures that shopping aside from food - especially on the part of the 35.2% of families above the \$10,000 income range - is occurring outside of Hoboken. Whether there is adequate demand for more shops selling fashion and big ticket items would have to be the subject of a market study. With the information at hand, however, it could be suspected that the new shops anticipated for the Erie Lackawanna Terminal will probably attract more of the 35.2% of Hoboken families in the middle and higher income brackets.

Future increases in retail opportunities in Hoboken should not be dismissed and could be located on newly developed waterfront sites as part of other developments. The U. S. Census showed in County Business Patterns - 1974 retail operations provided 21% of the county's employment with only manufacturing ahead of it at 23.5% of total employment.⁴⁰ It is of interest to note that service operations rank third with 18.6% of county employment. Thus, retail and service operations combined to provide 39.6% of all county employment in 1974. Though manufacturing still provides employment for a great number of people in the county, its continuing decline should lead planners and decision makers to seek out other sources of employment. Retail and service industries may provide some of those sources.

Residential Land Use

Waterfront property is always appealing as a handsome place for housing because of the attraction of being on or near water, and particularly in Hoboken because of the incomparable view of Manhattan and access to the City. There is some vacant waterfront space namely the Grogan Marine View Plaza, (Section B) where more housing is planned, the Union Dry Dock property (Section E) and Weehawken Cove (Section G). Other than the Grogan Plaza, waterfront housing would have to be planned so that other nearby land uses would be compatible with it.

There must be a word of caution added here regarding housing. Whatever of a residential nature is built along the waterfront must not be allowed to obstruct the public view of or access to the river. In particular new

39. Bureau of Census, Area Statistics, Retail Trade p. 31-771.

40. U. S. Census, County Business Patterns 1974, N. J. CBP-74-32.

housing should be set back from the river edge in such a manner that public access to the river would be possible. The zoning ordinance should make this clear. Residential, as well as office and commercial ventures should all provide riverfront access for the people.⁴¹

Recreation Land Use

Recreational facilities are closely allied to the amenities which make housing and the quality of life not only bearable but attractive in urban areas. Hoboken, unfortunately, has a minimal amount of recreational facilities. Merely 2.1% of Hoboken's total land area is available for open space use. The city owns and operates three parks: Church Square Park 3.14 acres, Stevens Park 2.80 acres and Elysian Park 2.37 acres. The remaining open space areas are found in five school yards, a football stadium and four vest-pocket type parks ranging in size from 5,000 to 15,000 square feet (on Monroe and Madison Streets and Park and Willow Avenues). Columbus Park is owned and maintained by the county. It has 7.23 acres which contain tennis courts, children's play equipment and a sitting area.

The above list of outdoor recreation space represents a total of 0.37 acres of open space per 1,000 of Hoboken's population. The Hudson County Planning Board recommends 5.6 acres per 1,000 while the state standard is set at 8 per 1,000. With 245 people per acre of land in Hoboken, the need for outdoor and all types of recreational space should be given top priority. The waterfront may well be the area where some of this need can best be met.

The Tri-State Regional Planning Commission noted as long ago as 1966 that the redevelopment of harborfront land must be directed toward residential and recreational uses.⁴² The Hudson Basin Project seconded this by stating that the riverfront was ideal for recreational facilities. The New York City Planning Commission in 1971 deplored the "elongated barrier" on the west side of Manhattan which prohibits people from gaining access to the riverfront. The Commission dedicated New York City's waterfront to beauty and accessibility by creating strip parks, waterfronts for people, and a river fit for fishing.⁴³

41. Industrial facilities, particularly of the heavy variety, seldom can allow public access to their grounds because of the safety aspects of their operations. This is one more reason why heavy industrial and other hazardous operations should not be placed in densely populated areas. They prohibit public access in their area to the riverfront.

42. Op. cit., The Changing Harborfront, p. 1.

43. New York City Planning Commission, The Waterfront, January 1971, pp. 49 and 78.

Virtually every planning agency in every waterfront community in the country is now advocating recreational facilities on their waterfronts. Hoboken has not one square inch where its people can gain safe and legal access to the riverfront under either public or private auspices. This should be rectified at once. The needs of the future cannot be met if Hoboken does not move today.

The shores of the United States are a part of the common heritage of all the people, ... they are impressed with a long-standing public interest, and ... new means must be found to protect this great resource and make it available to the public. Senator Henry Jackson, chairman of United States Senate Committee on Interior and Insular Affairs, May 7, 1974.

There is little doubt that there is demand for outdoor recreation. A U. S. Bureau of Outdoor Recreation study⁴⁴ showed that by 2000 the population of the U. S. will have doubled while the demand for recreation will have tripled. The trend is toward more frequent participation in outdoor recreation as well as the creation of activities close to home.⁴⁵ A walk along the Hoboken waterfront any summer day shows children swimming, people fishing or just lounging on piers upon which they have illegally entered.

In addition to the obvious demand, the provision of outdoor recreation facilities could prove to be lucrative for private entrepreneurs. The growth rates projected for boating (4% annually) and fishing (1.8%) indicate substantial numbers of users and the resultant opportunities to make some money on facilities which provide such recreation.⁴⁶

Though private commercial facilities may be possible along waterfronts, it is the local government which should make sure that some areas are protected for free public access. The present plight of Hoboken vis-a-vis its waterfront stems from the fact that in the past the city has allowed the entire area to become overcommitted to private uses. This is not a situation unique to Hoboken. It has happened in almost every other old waterfront city in the United States.⁴⁷ What is visible now along urban riverfronts is the result of the failure of the private market process

44. U. S. Department of Interior, Bureau of Outdoor Recreation, Outdoor Recreation for America, 1962, p. 21.

45. Dennis W. Ducsik, Shoreline for the Public, The MIT Press, 1974, p. 22.

46. Ibid., p. 27.

47. Ibid., p. 69.

to provide for even minimal public use. Today municipal government should intervene in the name of its people.

Recreation in general, and certainly that which could exist along urban waterfronts is something which all people should have an opportunity to enjoy and utilize. "Shoreline recreation for the public has every right to be considered a 'public good.'" ⁴⁸

Texas A & M University recently developed criteria⁴⁹ for recreation in urban river settings. Hoboken is highly qualified in every criterion. They are as follows:

- Within 5 minutes walk of downtown or shopping facilities
- Stability of the waterfront (no flooding, controlled water levels)
- Good local perception of the waterfront as a place for park/office/recreation
- Good general access (by foot or by car) In Hoboken parking is available in the Grogan garages just blocks away.
- Historical value
- Recreation need

Park Settings

Park settings provide benefits in many ways. They create clean, attractive surroundings which enhance the entire city, thus attracting more investors. Parks along Hoboken's waterfront would be visible to the millions of people who live, work and visit in Manhattan. A lovely, revitalized waterfront could be Hoboken's most spectacular lure for new business and tourists. The "Hoboken Welcomes Industry" sign which glares out at Manhattan from on top of the Standard Brands building should be dismantled; it has not lured industry to the city. The best advertisement for investment today is the provision of pleasant surroundings.

Parks and attractive open space uses affect the value of properties on all sides. Stevens Institute might very well be able to attract a developer for the long-discussed research and development building along the Long Dock. As the property stands now, there are no guarantees of compatible uses on either side since the present zoning code allows any type of industrial use. The zoning code should be revamped so that heavy industrial operations are excluded from Fourth to Tenth Streets. The new master plan should make it clear that only uses compatible with a university setting will be permitted in this area. Colleges need amenity-oriented surroundings.

48. Ibid., p. 41.

49. Texas Water Resources Institute, Texas A & M University, Development of Criteria for Evaluating Urban River Settings for Tourism-Recreation Use, Technical Report No. 56, June 1974.

in order to achieve the potential they could provide to the city in which they exist.

Marina

A marina for the anchorage and repair of small boats (approximately 60' or less) would be a desirable commercial use for a part of the Hoboken waterfront. It would be compatible with almost any use of the adjoining property. From a few inquiries on marinas made by WRP, there appears to be considerable unsatisfied demand for a marina in the Hoboken area. For example, WRP was informed by the owner of the Richmond Marina in Edgewater that 40 boats are waiting for space in his marina. He also stated that the purchase of a boat in this area depends on whether there is space to tie it up and store it is available.

CHAPTER 6: INDIVIDUAL SITE ALTERNATIVES

This chapter is dedicated to an examination of the individual sites along the waterfront. The physical aspects of each site are recorded here in as far as it is possible to know them without in-depth engineering studies. The tax status and ownership of properties are also examined as well as the cultural and aesthetic aspects of each section.

For convenience in presenting this material, the waterfront has been grouped into sections. Figure 1-1 at the end of Chapter 1 gives the overall plan of Hoboken's waterfront.

Section A contains the Erie Lackawanna Terminal, its ferry slips and piers, and four blocks of commercial and residential structures as far west as Hudson Street and as far north as First Street. Potential rehabilitation of this area is the keystone to the entire waterfront area. Support and funding are already partially in place for the Terminal project.

Section B consists of the Port Authority piers and the Grogan Marine View Plaza complex which is bounded on the west by Hudson Street and on the north by Fourth Street. A great deal of the attraction of the latter is due to its magnificent view of the New York skyline.

Section C extends from Fourth Street to just about Sixth Street extended to the River. The western line is on Hudson Street.

Section D contains most of the Stevens Institute property, primarily the Long Dock along the waterfront from Sixth to Ninth Streets extended.

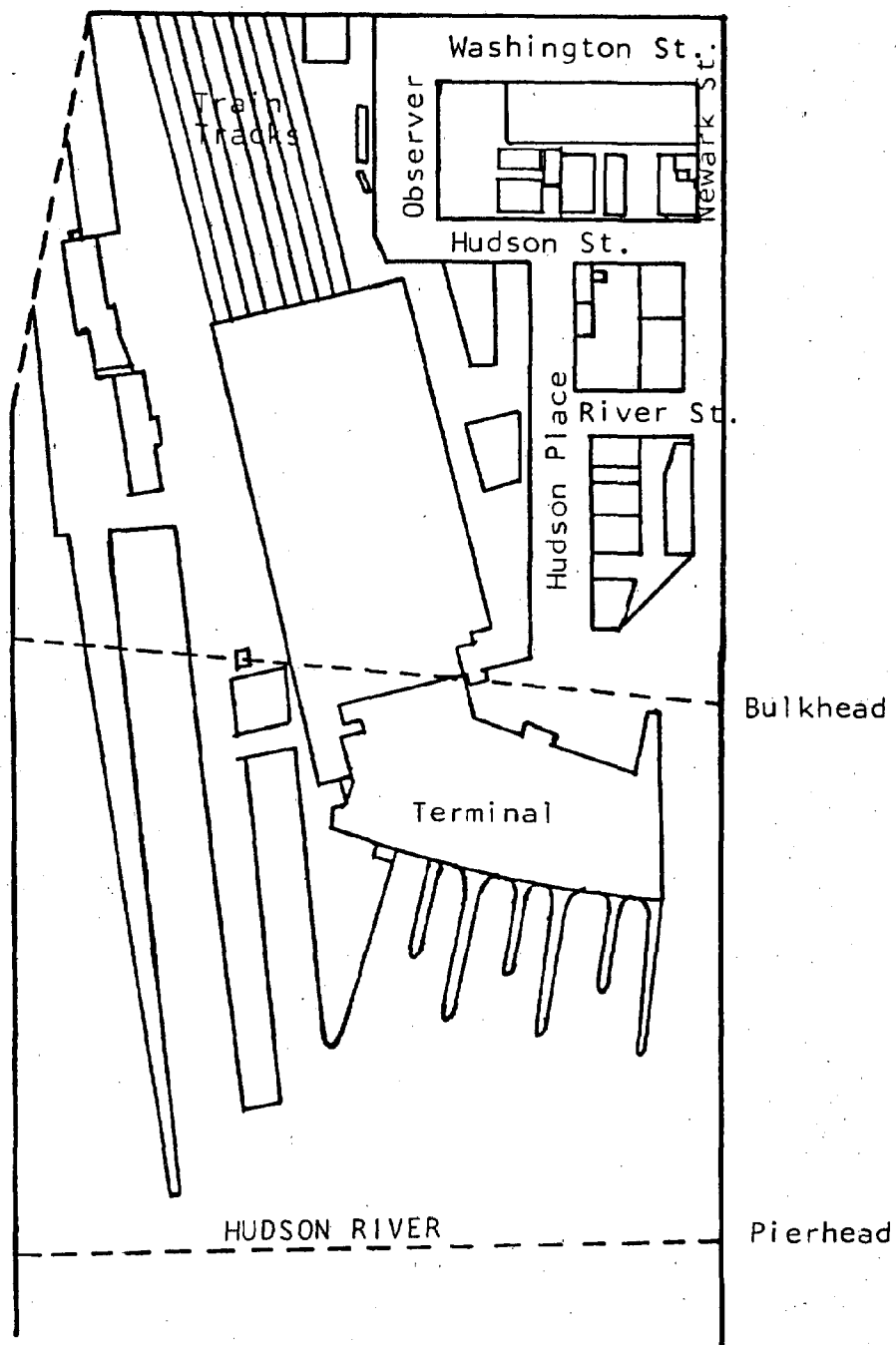
Section E runs from Ninth Street to just about 11th Street. It includes a portion of the Stevens campus, a block of single family residences next to Elysian Park, and on the waterfront, the Union Dry Dock property (formerly Penn Central) and the Hoboken Shore Railroad property adjacent to Maxwell House.

Section F includes Maxwell House, American Can and Bethlehem Steel with the western boundary along Hudson Street.

Section G comprises the area known as Weehawken Cove and four large industrial buildings as well as four blocks of commercial facilities bounded on the south by 14th Street and on the west by Park Avenue.



JERSEY CITY



SECTION A

Section A

This area is a portion of the subject of extensive study called "The Hoboken Transportation Center" under the direction of the Hoboken Community Development Agency. The purpose of the study has been to explore the feasibility of the renovation of the Erie-Lackawanna complex as a transportation center and community center. Plans are being formulated for both upgrading transportation facilities (train, subway, bus and taxi facilities all center on this area) and for enhancing the commercial and entertainment capacities of the Terminal area. This project has active support of the New Jersey Department of Transportation and partial funding is in place.

The impact of the successful rehabilitation of this transportation complex is potentially immense. Plans for an active farmers market inside the ferry concourse, and a pedestrian plaza in the street area adjacent to the train concourse would attract much more activity from the City to the area. If the mini-malls with trees and benches are constructed as planned, it would enhance interaction with both City Hall and the Grogan-Marine View apartments. The added attraction of movie theatres in the interior underutilized space as well as other cultural activities would enhance the value and potential commercial uses for the entire area including the Hoboken business district and the adjoining Port Authority piers.

Finally, the floating office of the foreman in the film, "On The Waterfront," presently at the Fifth Street pier should be rescued, renovated and permanently floated to the Terminal as a living memento of this famous, precedent-shattering film.

-
1. See Raymond, Parish, Pine & Weiner, "Hoboken Transportation Center," Report IT-09-0014 (February 1977.)

Section A
Fact Sheet 2

<u>Block</u>	<u>Lot</u>	<u>Popular Name</u>	<u>Current Owner</u>	<u>Tax Status</u>	<u>Area (Acres)</u>	
					<u>Upland</u>	<u>Underwater</u>
139	A	Erie-Lackawanna (Piers 1-2-3)	Dept. of Trans. State of N.J.	Exempt	7.1	
	A-1	Erie-Lackawanna Ferry Terminal	Erie Lackawanna	Exempt	9.295	4.1

<u>Water Depth</u>	<u>Bedrock</u>	<u>Conditions</u> <u>Built Environment</u>
20'	App. 100' to 170'	U.S. Mail pier-copperclad concrete covered steel frame, wood floor.
1mm. 23' at western end Pier 31' at eastern end.		Terminal -structure on piles of yellow pine. Waiting Room - brick stone faces curtain walls. 6" concrete wall with wire lath, copper clad over the concrete. Pier 1-Repair slip unused by ships Pier 2-Deteriorating Immigrant Pier - construction on wooden piling- usable

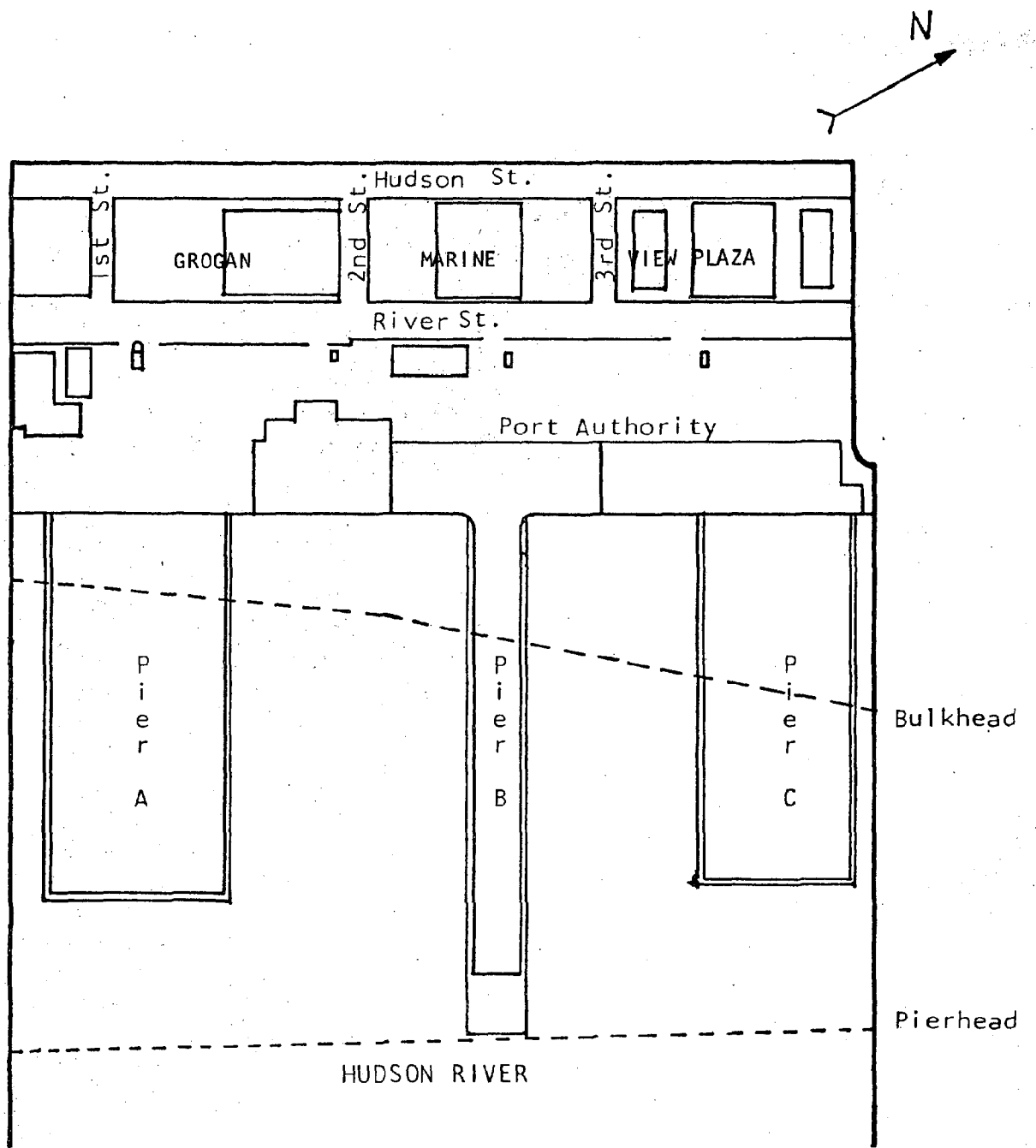
78

<u>Gas</u>	<u>Infrastructure</u>		
	<u>Electric</u>	<u>Potable Water</u>	<u>Wastewater</u> <u>Fire</u> <u>Police</u>
139/A 6" Main to Terminal Bldg. 139/A-1 6" Main to Terminal Bldg.	Yes	8"water pipe from Jersey City	Pipe which leads to river. single hose connection for fire boats. Fire boat station in Manhattan less than 1 mile away.

Aesthetic & Cultural aspects

Historic site - view of Manhattan from piers

2. All information regarding tax status, ownership and physical characteristics was compiled by George Banta and Thomas Kohli, student assistants, Waterfront Redevelopment Project.



SECTION B

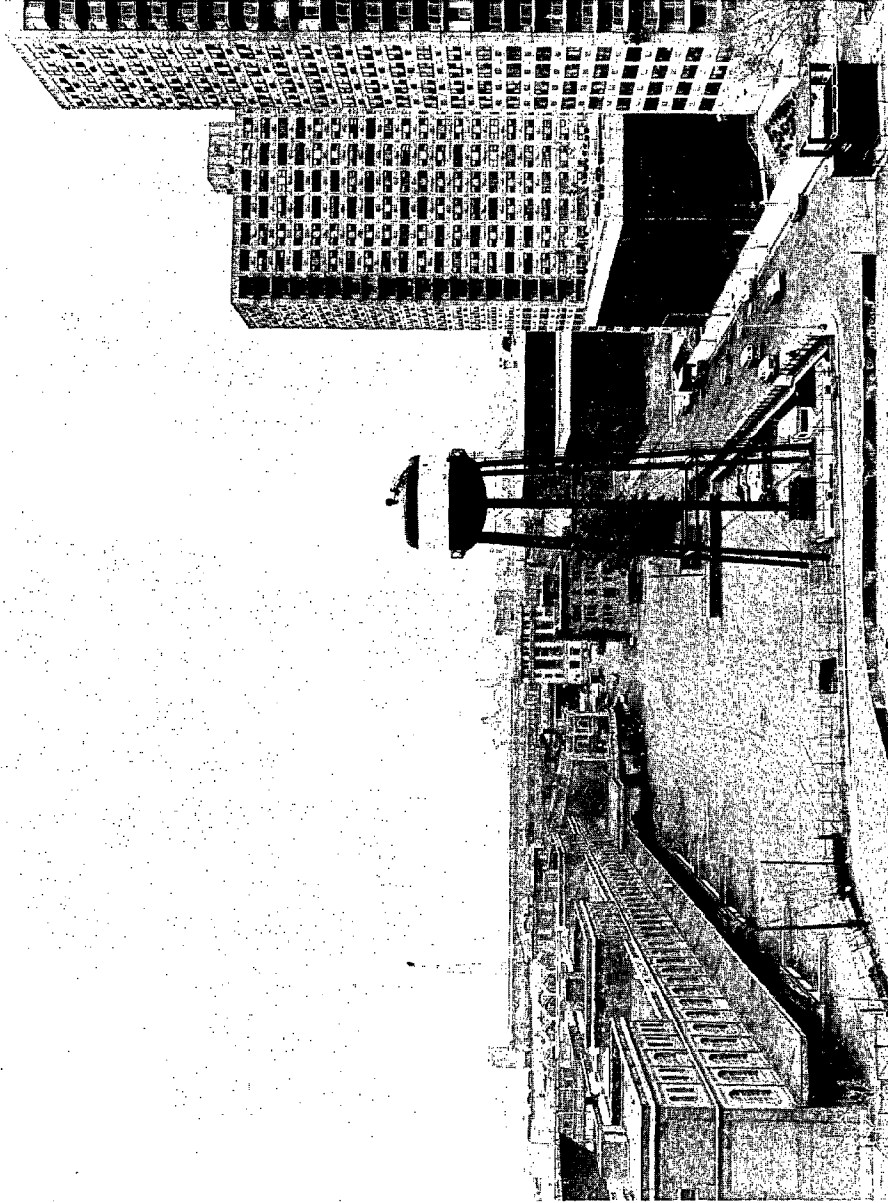


Figure 6-1. Upland area and pierhead buildings (left) of P. A. Piers in Section B.
Grogan Marine View Plaza (right).

Section B

Sub-Section 1

Port Authority Piers

The Port Authority piers as noted in Chapter 3 are underutilized and yet are committed by law to usage as a marine terminal until the opening years of the 21st century. Chapter 44, Section 3 of the Laws of New Jersey reads in part as follows:

The following terms as used herein shall mean:

"Marine terminals" shall mean developments, consisting of one or more piers, wharves, docks, bulkheads, slips, basins, vehicular roadways, railroad connections, side tracks, sidings or other buildings, structures, facilities or improvements, necessary or convenient to the accommodation of steamships or other vessels and their cargoes or passengers.

Uses that appear to be compatible with this definition are breakbulk cargo handling, an onshore service base for outer continental shelf gas and oil exploration, and possibly a marina. As was pointed out in Chapter 5 breakbulk cargo handling in general appears to have little, if any, future in New York Harbor. Hoboken as a competitor is weak for the remaining and declining breakbulk cargoes judging by the occasional ship handled at Pier A in the past year or two. In conclusion, the future of Hoboken's waterfront cannot be based on breakbulk cargo handling.

Temporary on Shore Service Base

It was indicated in Chapter 5 that the Port Authority property from the viewpoint of facilities (piers, headhouse and protected areas) appears suitable for a temporary service base.

Such a base must supply the following.

1. berthage for supply and crew boats.
2. dock space for loading and unloading - 200 feet per rig; 15-20 feet minimum depth at all tides.
3. warehousing and open storage areas (warehousing: $\frac{1}{2}$ acre per rig; open storage: 1 acre per rig).

4. a helipad: 1 acre.
5. space to house supervisor and communications personnel plus parking space.

The following amounts of material would have to be transported through the service base by rail and/or trucks:

mud; 2,568 tons per rig per year
cement: 1,260 tons per rig per year
fresh water: 5,200,000 gallons per rig per year
tubular goods: 1,820 tons per rig per year
fuel for drilling: 13,272 barrels per rig per year
fuel for transportation: 12,800 barrels per rig per year
food, tools and parts.³

It is apparent from the above that the streets of Hoboken would be heavily used for this volume and type of heavy duty traffic. In fact a feasibility study would appear to be in order to determine if Hoboken's streets would be adequate; also whether the Hoboken Shore Railroad can be reactivated.

The Port Authority property has no space for a helipad, vital for a base. Noise generated by a helicopter near residential buildings would be a serious drawback for this solution.

Other negative factors with respect to locating a temporary base on the Port Authority property is its poor accessibility for vehicular traffic as noted in Report #1: Existing Conditions. It is also inappropriate for such a facility to be in close proximity to residential housing and possible office use in Grogan Marine Plaza because of the attendant congestion and noise. We have already stated in Chapter 5 that we believe that the more intensive industrial use of the piers for a permanent base would be incompatible with the present and proposed uses of the Grogan Marine Plaza.

Marina

At present a study is being conducted to determine the technical feasibility of converting Port Authority Piers B and C, and perhaps the northern

3. All information about Service Base requirement has been taken from Factbooks: Onshore Facilities Related to Offshore Oil and Gas Development, New England River Basin Commission, November 1976, Section 1.

TABLE 6-0

SERVICE BASES*

SUMMARY OF REQUIREMENTS AND IMPACTS

	<u>Temporary Bases*</u>	<u>Permanent Bases</u>
Land:	5-10 acres on an all-weather harbor	50-75 acres on an all-weather harbor
Waterfront:	200 feet of wharf 15-20 feet water depth	400 feet of wharf 15-20 feet water depth
Fresh Water:	5,200,000 gal/rig/year during drilling	8,200,000 gal/platform/year during drilling
Fuel:	26,000 bbls/rig/year during drilling	54,000 bbls/platform/year during drilling 19,200 bbls/platform/year during production
Labor:	45 jobs/rig	50-60 jobs/platform during drilling
Wages:	approximately \$734,000 per year	approximately \$1,000,000 per year
Capital Investment:	\$150,000 to \$250,000	\$1,000,000 to \$3,000,000
Air Emissions:	hydrocarbons from fuel storage tanks and transfer operations; carbon monoxide and nitrogen oxides from machinery and vehicle exhaust	
Wastewater Contaminants:	hydrocarbons and heavy metals from bilge and ballast water discharged by boats	
Noise:	up to 85 decibels on a 24-hour basis	
Solid Wastes:	up to 6 tons per day during drilling operations, including hazardous, oil-contaminated wastes	

* Requirements and impacts of bases supporting platform and pipeline installations are similar to those of temporary service bases. For details, see pages 1.35 - 1.37.

* This page taken from source quoted in footnote 3, page 81.

part of A, into a recreational complex with a marina as the centerpiece. This recreational facility would include among other things: mooring slips, repair and service facilities, a boating supply sales shop, and a restaurant-lounge. If technical suitability is established at this stage, a more detailed analysis and plan will be necessary to determine its economic feasibility. To insure year-around use, the feasibility of a commercial recreational complex to assign the marina should be carefully examined.

A very favorable aspect of this site is that a recreational complex and marina would not only be compatible with the uses of the Grogan Marine Plaza but would enhance its (and Hoboken's) desirability as a place to live and/or to work. As mentioned above, legal problems may exist but they should not be beyond solution over a period of time.

Manufacturing

The piers and structures are favorable for manufacturing, but other space for this use exists throughout the County and region. However, the manufacturing of small, recreational boats on this site has been discussed. It may eminently suit for this use on part of the site.

Movie studio

The idea that the waterfront area, in particular, the Port Authority piers, be used for movie studios has been suggested many times. The Community Development Agency explored the possibilities. Its report produced the following findings:

All three piers are unsuitable for movie studio location because they are too large, there is uncontrollable space, questionable plumbing and electrical facilities and no possible way to exert sound control.⁴ Other sites along the riverfront would have to have special construction done for movie studio use.

The New Jersey Motion Picture and Television Development Commission has just been created (March 22, 1977). Hoboken should be certain to make contact with that Commission. Even if the waterfront area is not suitable or spacious enough, perhaps other sites in Hoboken would prove possible. Hoboken itself is one of the most picturesque cities in the New York region. It could be the location for many movies in the future, if not for the movie studios themselves.

4. Internally circulated memo, Hoboken Community Development Agency, May 26, 1976.

Section B

Sub-Section 2

Grogan Marine View Plaza and Adjoining Properties

South of Grogan Marine View Plaza are blocks of buildings which lend themselves to mixed use planning, as discussed in Chapter 5. In general the concept would need to be scaled to the block level. For instance the blocks from Hudson Place to First Street between Hudson and River could benefit from such treatment. One block of compatible uses interconnected with walkways or surrounding a central court would seem feasible in the block from Newark to First Streets between Hudson and River Streets (the Clam Broth House already exists). On the same block are retail shops (a tobacconist and an office supply/stationery store) as well as a tavern, an old hotel, a printing firm and a small restaurant featuring food very different from that offered at the Clam Broth House. If the block were to be rehabilitated as a whole rather than by individual establishment, it could be interconnected interiorly and possibly expanded upward to four stories thereby creating more selling, eating and hotel space above. Any one of the blocks in this southern section could be treated in much the same fashion.

Grogan Marine View Plaza

As in the case of the Erie-Lackawanna Terminal, planning for further development of the Grogan Marine View Plaza is largely determined by the existing structures. The apartment buildings and the garages are shown on the right of Figure 6-1. Some ideas for future development follow.

A great opportunity exists for office construction located in Hoboken due to:

1. Its excellent connections to Manhattan and highways.
2. Rentals per square foot can be lower than Manhattan-Hoboken's Grogan Marine View Plaza is projecting at a cost of \$7.50 per square foot as compared to the current rental of \$11.00 per square foot in Manhattan.
3. If New Jersey keeps its posture of no stock sales tax, no 25% surcharge on stock and bond sales and no stock transfer tax, the State should attract many office activities.

An office building has already been suggested for the Grogan Marine View Plaza area at First Street as part of a motel/office megastructure. The 17 story building which is being discussed would provide four floors of office space - about 80,000 square feet. Using 250 feet of space per worker as suggested by the Urban Land Institute, this space would accommodate at least 320 employees.⁵

The office use could be combined with a 13 story construction that would accommodate 198 motel rooms, sauna, health club, swimming pool and gymnasium as well as a conference hall, restaurant, cocktail lounge and coffee shop. It is unclear from publicity releases and other materials in what order the office/motel structure will be set up. The order should be as follows:

First floor - retail stores, if any - bank, if any.
Next above - hotel or motel space
Above that - offices
Next - apartments, if any (these could be intermixed with hotel)
Top - club and/or restaurant 6

The only problem with the multi-use building at First Street is that it might be too high. It could be made visually more compatible with the low-rise structures of southern Hoboken if it were an eight or ten story structure rather than 17 floors. There would appear to be a need to create a gradual rising of buildings toward the 25 story apartment buildings which already exist between Third and Fourth Streets. In addition, the office/motel building could interrelate better with southern Hoboken if it were to be joined by walkways to any rehabilitated complex that might occur between Newark and First Streets. Such a connecting link would not only provide continuity but also increased market synergy.

The Grogan area on the north side of Second Street is being considered for still another 25 story apartment building. This section might be served better visually with a smaller structure (perhaps 18 stories) and utilizing, once again, the multi-use approach.

The Grogan Plaza developers have already stated that there will be 18,000 square feet of neighborhood-type convenience shopping in the apartment buildings. These types of retail operations could be placed in the first floors of the existing buildings and the one projected for Second Street as well. However, the second floor of the new building at Second Street might be designed in such a way as to accommodate a twin movie theater. This type of theater has two auditoriums served by a single lobby and ticket sales area. The twin theater approach has been highly successful in shopping centers.⁷ A 260 seat twin theater would be small enough to

5. The Urban Land Institute, The Community Builders Handbook, 1968, p. 242.

6. Ibid. p. 244

7. Ibid. p. 334

* These recreational facilities would be an alternative to the Port Authority piers recreational complex, not a competitor.

be manageable. Hoboken does not have any movie theater (though one is projected for the Erie Lackawanna Terminal rehabilitation). The twin theater would not have to present only first run films; classics and second runs (as well as foreign language films) would suffice. The Second Street area would be a fine location for such a venture.⁸ The remainder of the building could house more office space and apartments.

Still another building has been planned for the south side of Third Street in the Grogan Plaza complex. It is to be all apartment space. There may however, be other uses which could be profitably mixed in with residential uses.

Medical Office Complex

Hoboken does not have a professional medical office complex. Doctors in Hoboken have a difficult time finding office space that is reasonably priced, of good construction and with the provision of parking facilities nearby. An attractive site and neighborhood is also a requirement.⁹

St. Mary Hospital, the only Hoboken hospital, is trying to attract many new physicians and technical personnel to the city. The problems of office location and residences are frequently one of the factors in a doctor's decision not to locate in the city. A medical complex at Third and Hudson Streets in the Grogan Marine View Plaza with offices and laboratories below and apartments above would provide office and living space opportunities within five blocks of the hospital, which is at Third Street and Willow Avenue. The new structure at Third Streets and Hudson could be constructed in such a way as to incorporate the necessary plumbing and electrical design which special medical apparatus requires. The first floor could provide space for a pharmacy and laboratory, as well as a coffee shop. Radiology treatment areas could be placed in this area as well. Doctors who rent offices might also wish to participate in a pooling of expenses and resources. Joint waiting room facilities on each office floor (similar to that found in the Columbia Presbyterian office building in New York City) could be shared. Obviously, there could be a sharing of expense as well as better utilization of floor space with such an arrangement.

Today there are 42 physicians who work at St. Mary Hospital. At least six to eight new medical people are being sought as well.¹⁰ In addition, there are 17 dentists, four podiatrists, three optometrists and two chiropractors

8. Lawrence P. Bayern, "Hoboken's Waterfront Commercial Redevelopment," Center for Municipal Studies and Services, Student Report, 1976, p. 5. Conversation with Mr. Manning, R.K.O. Stanley Warner, July 20, 1976.

9. Conversation with Edward Hinden, Associate Executive Director, St. Mary Hospital, July 22, 1976.

10. Ibid.

plus other medical service groups in the city. A total of 81 medical offices may be found in Hoboken outside of the hospital. Even though many of these medical people are already situated in offices, a new facility, designed to meet their specific needs, which provided ample parking nearby as well as attractive surroundings might find sufficient interest to make the venture worthwhile. A demand feasibility study for such a facility is a necessity.

Section B

Fact Sheet

Block	Lot	Popular Name	Current Owner	Tax Status	Area (Acres)	
					Upland	Underwater
231	1	U.S. Post Office	Postal Serv. Wash.D.C.	Exempt	.789	0
	2	Garden St.Nat. Bk.	Garden St. Natl. Bk.	up to date	.115	0
	3	Port Authority Piers	U.S. Maritime Comm.	Exempt	24.0 *	15.8
224		U. S. Dept. of Agriculture Bldg.				
	plt-1	Vacant	B.Kenny-Bekay Eng. & Devel. Co.	Arrears	.771	0
225	plt-7	Hoboken Parking Auth.	Hob. Parking Auth.	Exempt	1.180	0
	plt-1	Vacant	Hob. Hous. Auth.	Exempt	.611	0
	plt-2	H.P.A. Garage	P.A.-City of Hoboken	Exempt	.758	0
226	plt-3	Vacant	Hob. Hous. Auth.	Exempt	.597	0
	plt-1	Grogan Towers	Marineview Hous. Co.	Arrears	.597	0
	plt-2	"	"	Arrears	.597	0
	plt-3	H.P.A. Garage	Parking Auth.-City of Hoboken	Exempt	.759	0

*(11.2 upland; 12.8 piers)

Conditions

Built Environment

Brick wall - Excellent
 Bank -fireproof construction-1st floor 24" walls-2nd 12" Walls
 Pier A-Steel frame, concrete floor, metal deck roof, iron walls
 Pier B-Steel frame, wood floors -roofs, wood piles, iron walls
 Pier C-Steel frame, concrete floor, metal deck roof, iron walls
 Headhouse-exposed steel column with reinforced masonry walls, concrete floors, noncombustible building
 U.S. Department of Agriculture-fireproof, 12"-16" brick tile.

Bedrock

Water Depth

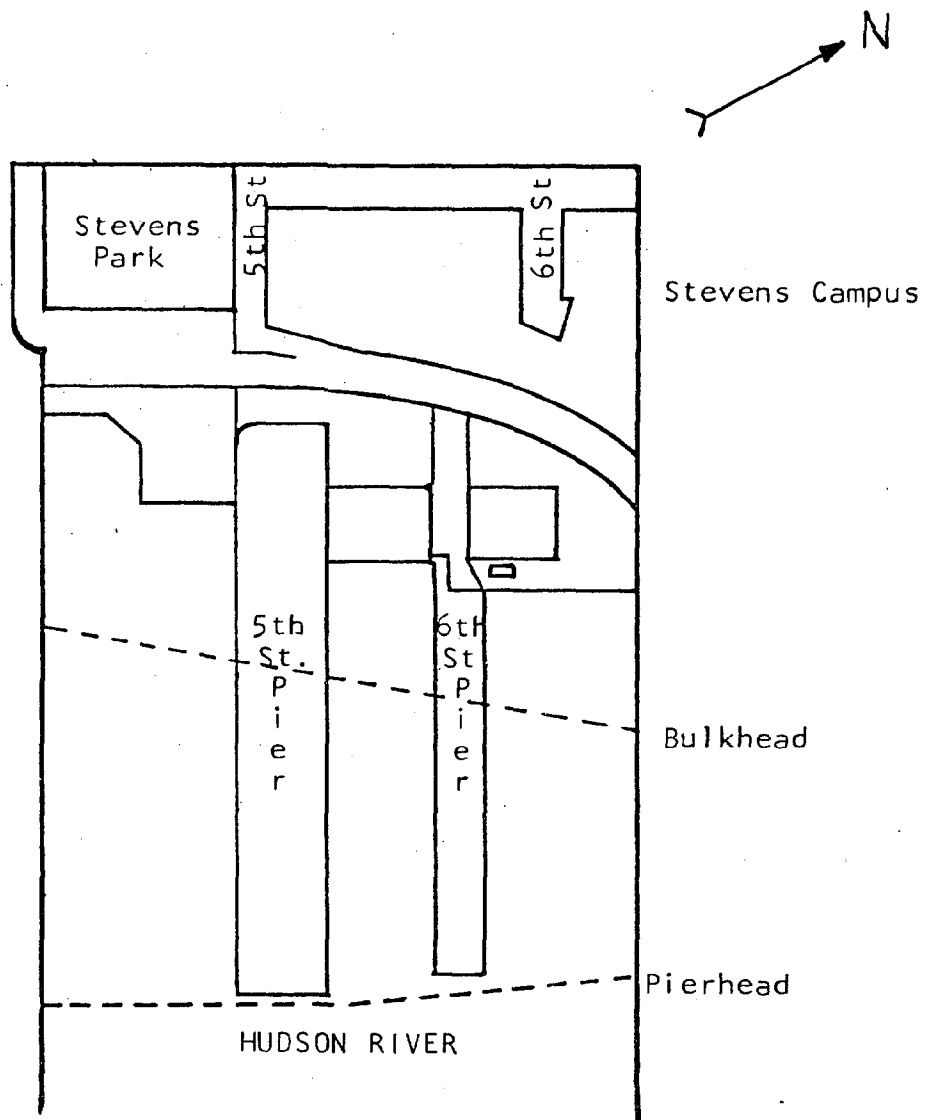
231/3	30'	Pier A 100'-170'	700'L
	29'	Pier B 25'-163'	900'L
	37'	Pier C 30'-160'on southern side	700'
224	0'		
225	0'	72'-147'on northern side	
226	0'		

Infrastructure

Gas	Electric	Potable Water		Wastewater		Public Services	
						Fire	Police
6" Main under River St.	Yes	6" water pipe		Intercepting sewer on River St.		Pier A-10hydrants	station 2 blocks away
Hudson St.		Pier A-12" "	"			Pier B- 8hydrants	stevedore protection
Newark & Second St.		Pier B-6" "	"			Pier C-10hydrants	
		Pier C-12" "	"			Headhouse-9hydrants	
						Fire boat station in Manhattan less than 1 mi.away	

Aesthetic and Cultural aspects

Traditional marine use area : should retain marine atmosphere-Protect views for Grogan buildings. Permit access to pier ends.



SECTION C

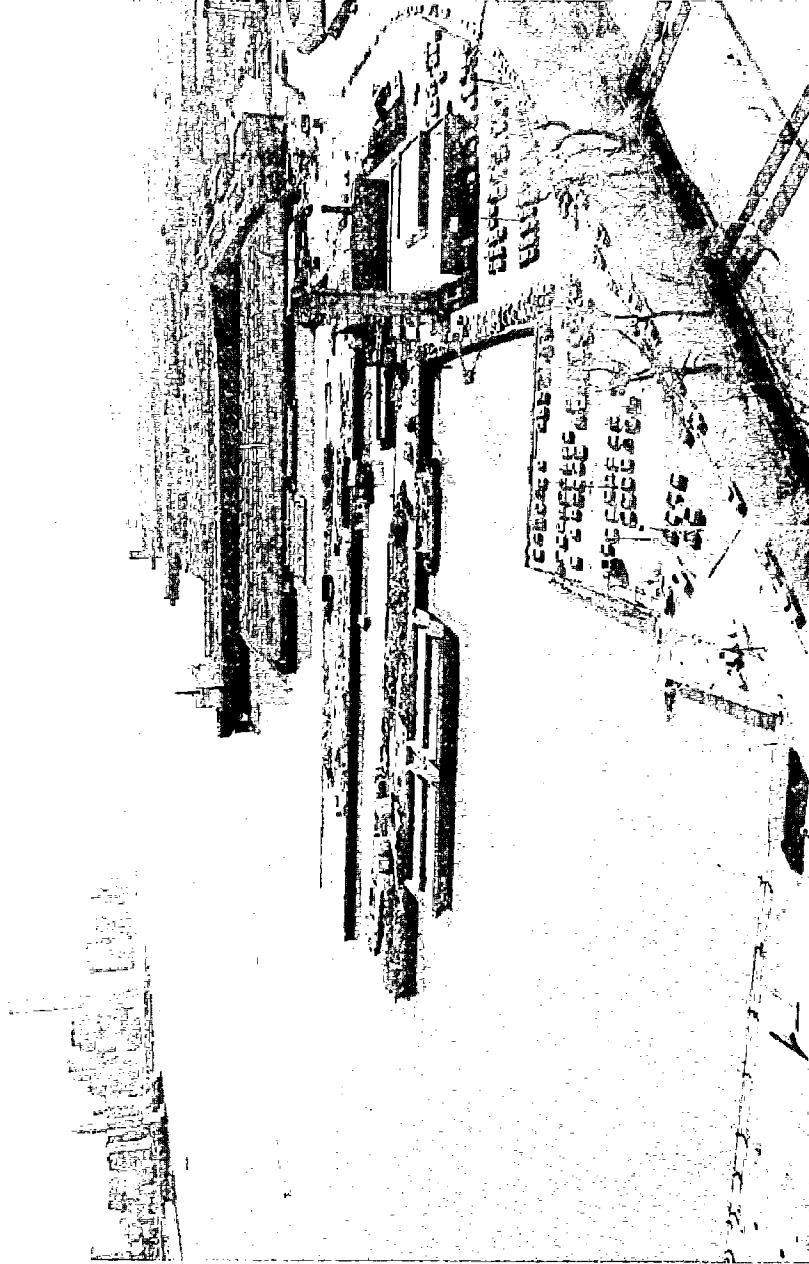


Figure 6-2. Section C View to South showing Sixth Street Pier,
Fifth Street Pier, and Port Authority Pier C.
(in order front to back of picture)

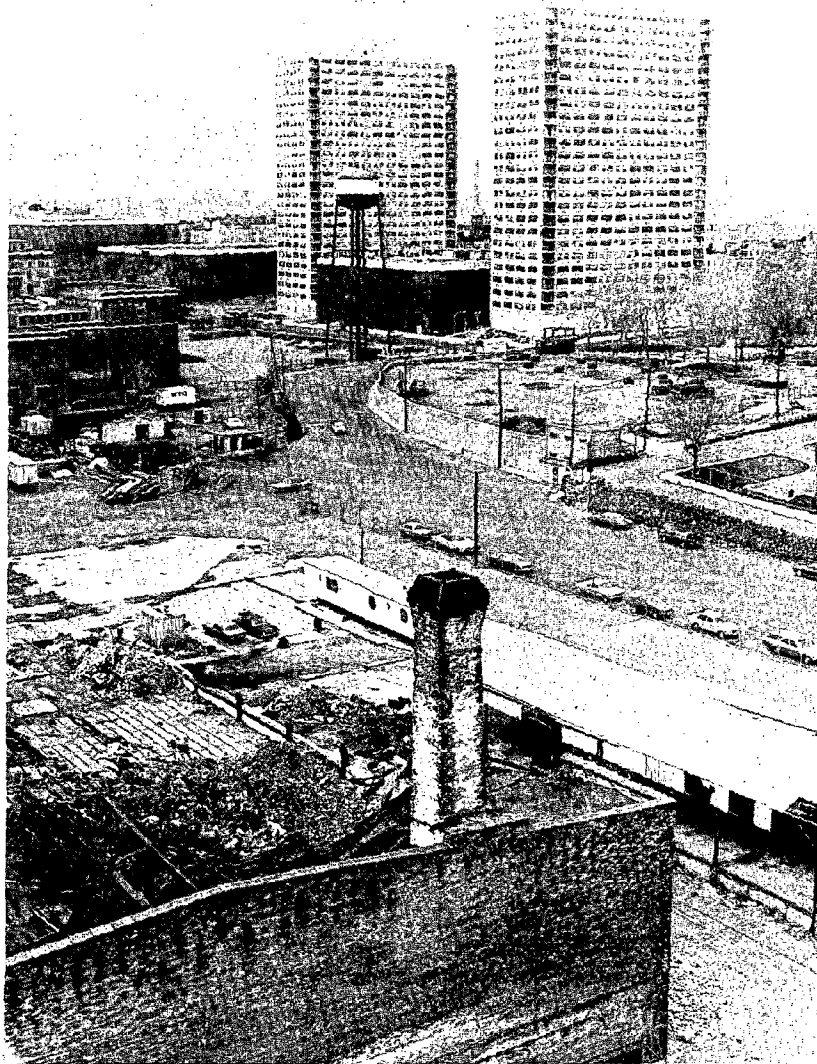


Figure 6-3. Section C showing Stevens Park and Grogan Marina Plaza, multi-story buildings on right (Section B-Subsection 2).

Section C

This area contains property owned by the City of Hoboken and Stevens Institute. The waterfront area from Fourth Street to Sixth is city property. It would be an ideal spot for a recreation area, as mentioned in Chapter 5. There is not enough upland in this city-owned section of slightly less than two acres to do any construction work such as apartment or office buildings without extensive and expensive filling and bulkheading. Sewerage and gas lines do not exist in this area so that any future uses must include creation of these services. The use of this section for recreation would minimize the need to provide an extensive infrastructure.

In the main, however, the lack of adequate upland and infrastructure prevents the installation of a facility which would be large enough and sufficiently productive economically to support the investment. In addition, the location of this area, blocked as it is (on the south) by the Port Authority piers, is not conducive to profitable large scale commercial uses. High rise housing here would also be unacceptable for it would ruin the vista from Stevens Park and River Road. The piers are, therefore, a prime contender for recreational use provided they are structurally sound. As has been mentioned elsewhere in this study, the City now owns the Fifth and Sixth Street piers due to foreclosure. The costs of acquisition are, therefore, not a problem. Money is available from Green Acres and the Bureau of Outdoor Recreation for clean-up and creation of a magnificent park for both passive and active recreation.

The Stevens' portion of this section contains a campus maintenance structure (the Griffith Building) and a parking lot. It is hoped that the parking area could be used in summer for recreational purposes until such time as the Stevens Long Dock becomes available for such a short-term usage.

Waterfront Parks - There is a small amount of upland just north of the Port Authority piers which appears to be suitable for a boat launching facility. The "public good" in Hoboken could, at its least expensive, be served by a sitting and fishing park constructed on an existing pier (for instance, the Fifth Street pier which will be owned by the city due to foreclosure.) This should be tied in with the existing Stevens Park (See Figure 6-3). A slightly greater expenditure of money could bring a 6,000 square foot basketball court as well as four tennis courts (7,200 square feet each) to this pier which has about 112,500 square feet in area. There would still be room for bocci ball and volleyball courts plus horseshoe wells. The basketball court could be used in winter for a skating rink utilizing plastic ice. The manufacturer of this ice is looking for outdoor location in which to test his product. Hoboken might want to volunteer. (Exhibit 1) Design which promotes flexibility of use should be built into such a park so that it could be used for concerts, dances and outdoor performances. In addition, Hoboken could gain 90% funding for such park development. New Jersey's Green acres program offers 50% funding with an additional 40% available from the United States

Bureau of Outdoor Recreation. The final 10% could come from the city, Community Development funds, or the County. During a recent visit to Hoboken by Green Acres personnel, encouragement and a strong indication of future cooperation were manifested if such a park were to be suggested by the city. First, the physical condition of the pier must be determined before viable alternative use can be proposed from an investment viewpoint.

The Sixth Street pier does not appear to be in as good a condition as that at Fifth Street. It is also smaller in size (approximately 37,500 square feet). It could be used, if repairable, as a fishing and sitting area with some play equipment. This could be combined with a mooring place for party fishing boats such as the Palace, now moored at the 16th Street pier. The City might also consider a short term rental of the underwater area at Fifth and Sixth Streets for a floating restaurant. Over a longer range of time, the City could develop either a publicly owned, or grant a concession for, a recreation boat to be moored permanently at the site. In the boat could be a dance hall, bowling alleys, pinball rooms, or perhaps a mini theme park operation, as an alternative. If the City itself chose to operate such a facility, it should charge entrance fees in order to provide for maintenance and supervisory services.

User fees, in fact, should be considered for special types of publicly owned waterfront uses, such as a boat launching facility. Maintenance and supervision are the biggest problems for any type of urban park. These problems must be addressed at the very start of the planning process and answers should be incorporated into the operation of the facility.

Section C
Fact Sheet

<u>Block</u>	<u>Lot</u>	<u>Popular Name</u>	<u>Current Owner</u>	<u>Tax Status</u>	<u>Area (Acres)</u>	
					<u>Upland</u>	<u>Underwater</u>
232	1	Stevens Park	Mayor - Council- City of Hoboken	Exempt	2.996	0
233	1	Parking	Mayor - Council- City of Hoboken.	Exempt	.689	0
	2-5	Underwater	Mayor - Council- City of Hoboken	Exempt	0	6.026
258	1	B & G Bldg.	Stevens Institute	Exempt	2.066	3.731
	2	5th & 6th St. Piers	M.M.W. B., Inc.	Foreclosure	1.75	4.24

<u>Water Depth</u>	<u>Bedrock</u>	<u>Conditions Built Environment</u>
232 0'		6th St. Pier -Wood piles, wood floor & sheet iron
233/2-5 35'		5th St. Pier -Iron steel floor, wood piles, 1st floor-concrete
258(piers)30'-40'	45'	Building & Grounds Bldg. (Griffith Bldg.)
		Stevens - brick, good condition plumbing testing bldg.-Stevens-
		good condition (closed system)

<u>Infrastructure</u>			
<u>Gas</u>	<u>Electric</u>	<u>Potable Water</u>	<u>Public Services</u>
No mains in whole section	Yes	6" Waterpipe into piers	<u>Fire</u> Fire boat station in Manhattan less than 1 mi. away
			<u>Police</u> City Hall Stevens security
			connection to upper campus line.

Aesthetic and Cultural Aspects

Vista from Stevens Park should be protected. River Road should be kept open here for the view.

EXHIBIT 1

INTERDEPARTMENTAL COMMUNICATION

STEVENS INSTITUTE OF TECHNOLOGY

TO: Dr. Peter Jurkat

DATE: January 18, 1977

FROM: Dr. Gerald M. Rothberg

SUBJECT: Plastic ice

Peter,

You asked me to find out about plastic ice for possible Hoboken use, and I want to tell you what I have learned.

I spoke first with Gene Plattner, president of Skate On Inc., the manufacturer. He is an entrepreneur and bought the patent not knowing anything about the nature of the plastic except it is basically polyethylene plus some additives. The first commercial rink of his plastic ice is in Bemidji, Minnesota (temperature Sunday, January 16, was -40°F) and is a little more than one year old. I spoke with the owner, Gordon McClellan, also. The following is a composite summary of both conversations.

- (1) A rink 60 feet x 40 feet will comfortably hold 20-25 skaters. This is the minimum size. Costs a little less than \$15,000.
- (2) Present plastic must be used indoors only because it is adversely affected by rapid temperature changes. It would also require more maintenance to keep clean; dirt interferes with smooth skating and might get embedded. An outdoor rink has been under development. If Hoboken would like to test it, some kind of deal can be worked out. It has not yet been tested.
- (3) Only required maintenance is cleaning with soap and water and spraying a couple of times per day with a lubricant. Cost about 35-50 cents per day.
- (4) A patent has been applied for. I don't know what is actually being patented.
- (5) Plattner estimates the ice will conservatively last 2-5 years. McClellan claims his rink will last 10-15 years. He actually weighed the plastic that was scraped off onto the skaters' blades. The brand new plastic wears very rapidly by getting lots of fine scratches. After 3 months the surface was uniformly scratched and since then there has been practically no wear. There are no deep grooves or gouges. About 50% of his use is by hockey players and the rest by general skating.

The scratches actually speed up the skating slightly. Wear is uniform.

Dr. Peter Jurkat

-2-

January 18, 1977

Plattner's estimate of wear was based on a new rink that wears faster. The testing was done by the St. Louis Blues professional hockey team. Straight hockey use is very tough because of the sudden digging in for fast starts and stops.

Plattner estimates the wear amounts to 5 cents per person.

- (6) McClellan has had no problems at all. His customers are satisfied. Skating is very much like on real ice except it is harder than real ice to push off. Skates should be sharp. On real ice blades can be duller.
- (7) If someone working in plastics at Stevens can be interested, Plattner would like to work with us to improve the rink.
- (8) Gene Plattner, President
Skate On, Inc.
4350 Riverline Drive
St. Louis, MO
(314) 291-7720

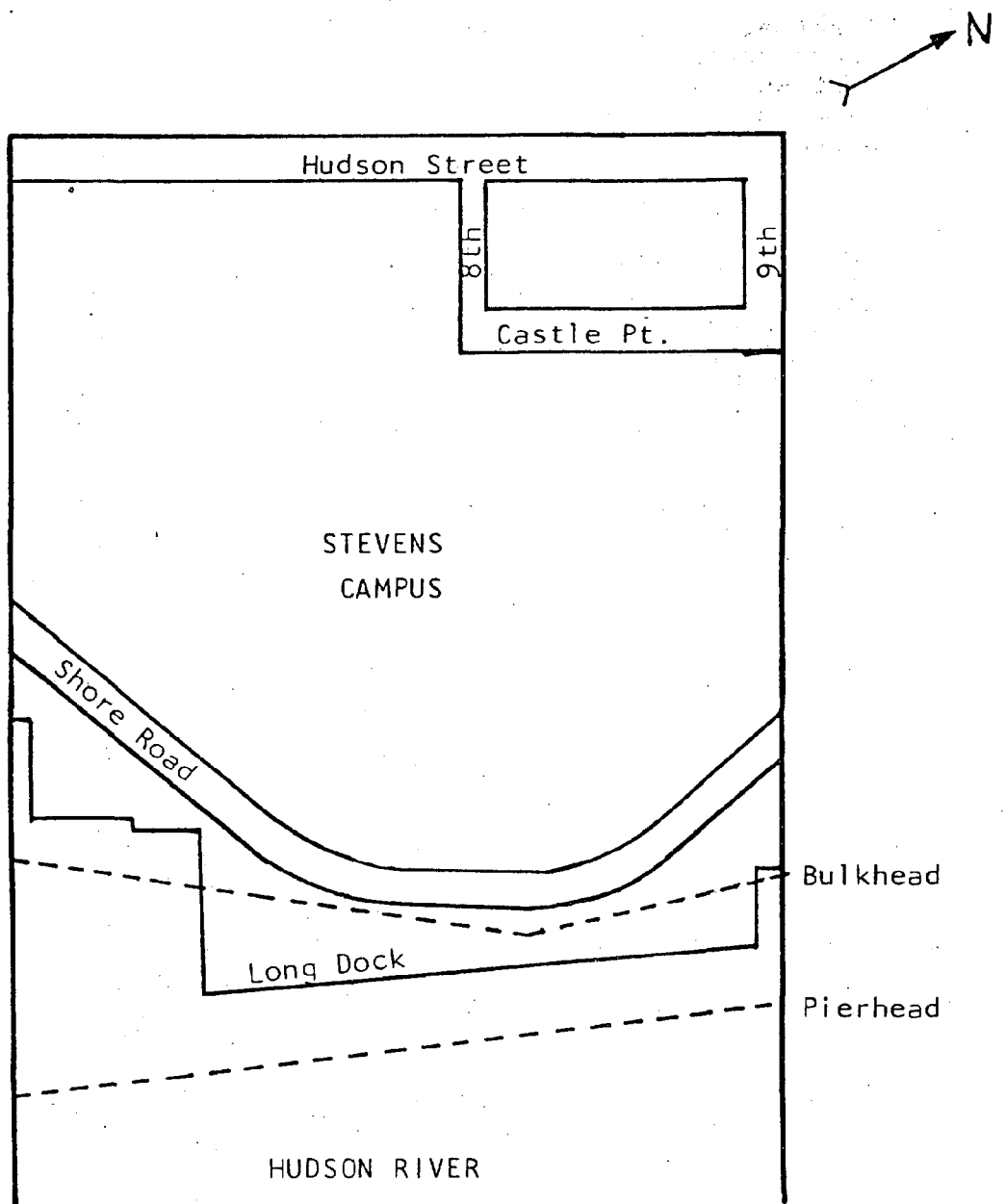
Gordon McClellan
Bemidji, Minnesota
(218) 751-2355

A rink was just opened in Woodbury, NJ. The owner is Jack Gahran, (609) 546-9099. If you pay for the trip, I would be willing to visit it.

In my opinion the experience of users is more significant than what we could determine here by any simple testing methods, but if you can get some of the plastic and have some money, we should be able to do some wear testing even though I am lukewarm about the value of it.

Please let me know what finally gets decided.


Gerald M. Rothberg



SECTION D

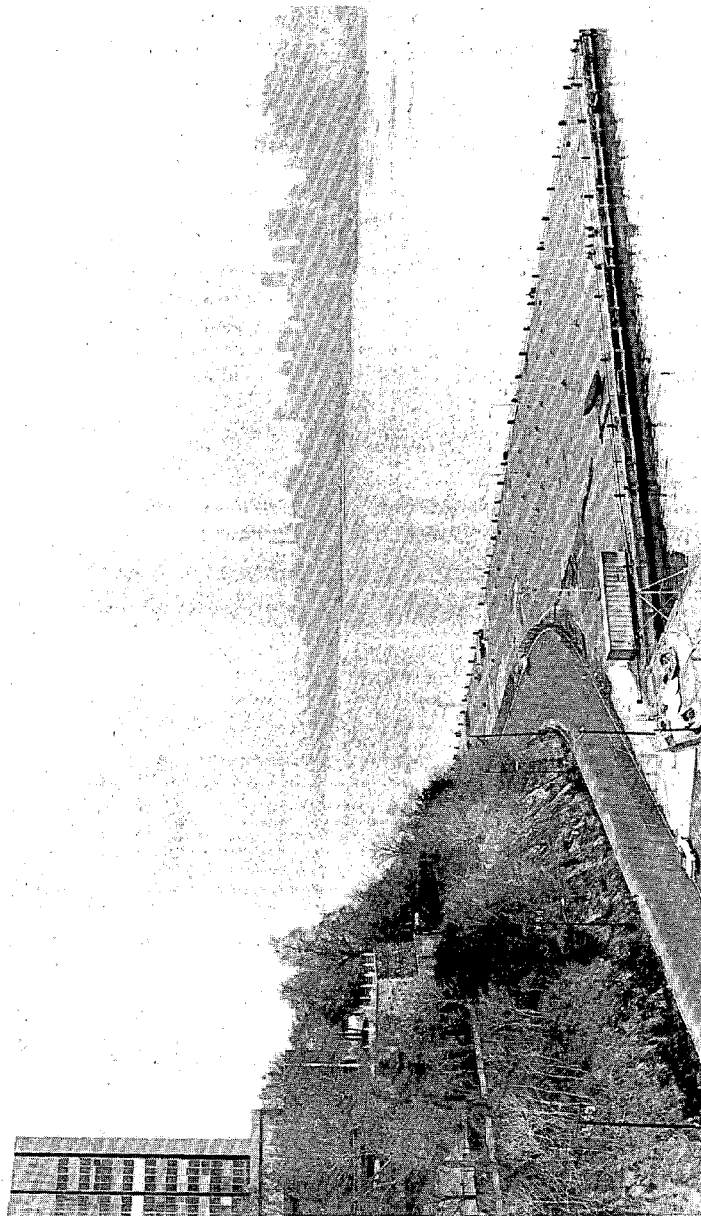


Figure 6-4. Stevens Long Dock (South end)

Section D

This area holds potential for mixed use. The serpentine rock outcropping of Castle Point forms a backdrop for the area which ought not be obscured by future development. Castle Point is, without a doubt, the most distinctive feature along the Hoboken waterfront. Any future building ought to be relatively low or be a single columnar structure which would not rise above the Point.

The Long Dock has been subjected to a preliminary engineering study and has been found to need extensive repairs. If the long range plan for a research and development building is to come to fruition, repairs must be made as part of the preparation of site for the new uses. Alternatively the Institute may elect to have the Long Dock removed as part of the Corps of Engineers' Drift project. Any future use would require bulkheading and fill. The new uses ought to be placed in a park setting and allow for public access to the river edge.

As has been mentioned elsewhere in this report, it is essential that the Institute work closely with the City in the evolution of plans and the acquisition of funding for long range foundation preparations. The federal and state Economic Development Authorities should be approached as a first City/Institute task.

Section D
Fact Sheet

<u>Block</u>	<u>Lot</u>	<u>Popular Name</u>	<u>Current Owner</u>	<u>Tax Status</u>	<u>Area (Acres)</u>	
					<u>Upland</u>	<u>Underwater</u>
259	2	Stevens' Long Dock	Stevens Institute	Exempt	6.86	5.338

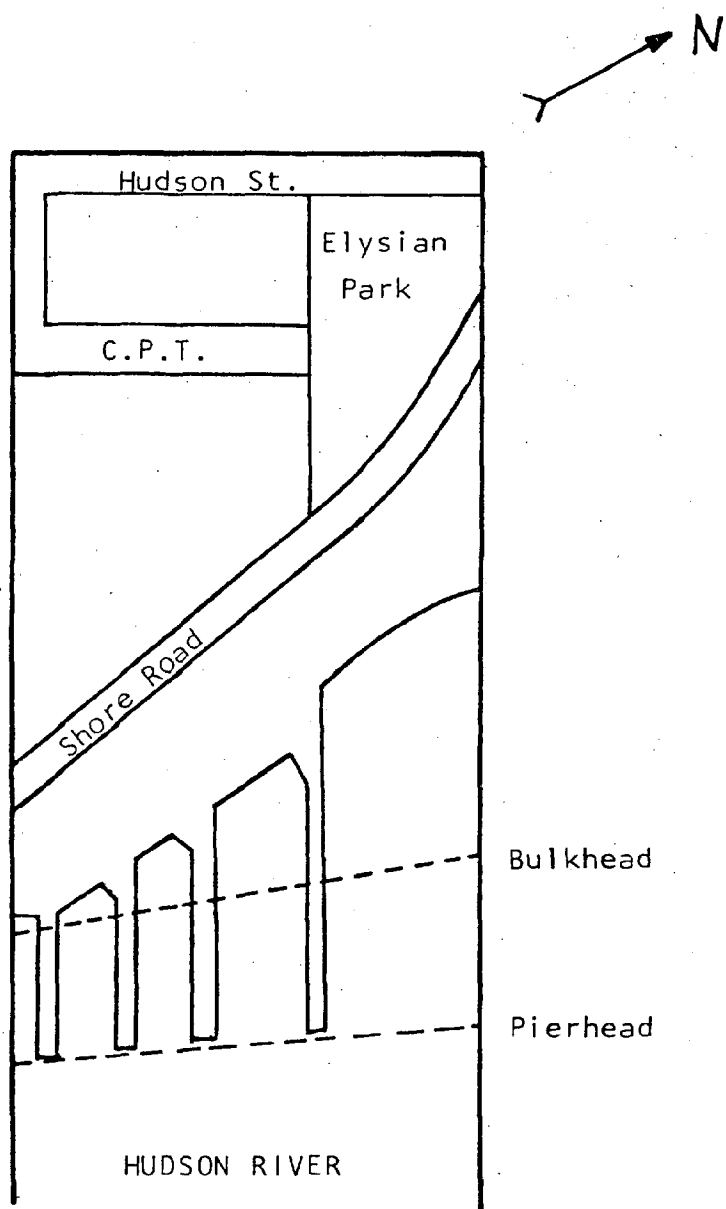
<u>Water Depth</u>	<u>Bedrock</u>	<u>Conditions</u> <u>Built Environment</u>
259/2 26'-30'	45'	Long Dock deteriorating - concrete deck, wooden piles

101

<u>Infrastructure</u>				
<u>Gas</u>	<u>Electric</u>	<u>Potable Water</u>	<u>Wastewater</u>	<u>Public Services</u>
no mains in whole section	None	On site water is piped from upper campus by piping over River Road.	Storm sewer into river. No sewerage line.	<u>Fire</u> Fire Station in Manhattan 1 mi. away <u>Police</u> City Hall station and Stevens security

Aesthetic and Cultural Aspects

8th & River Road -site of Sybil's Cave (1820's); River Road in this area was a promenade. Castle Point rise of serpentine is an unusual geologic feature which should be protected from construction and left open to view. Area should have an open space sense; view should be protected.



SECTION E



Figure 6-5. Section E. Former Penn Central Piers.
Showing North end of Stevens Long Dock at lower right,
Section F, General Foods at center left and former Standard Brands
Building upper left.

Section E

The former Penn Central area, now owned by the Union Dry Dock and Repair Co., appears to be suitable for commercial, recreational, or perhaps residential use.

Industrial use as an onshore service base for outer continental shelf gas and oil exploration would be costly and environmentally undesirable. Recreational uses might be a marina for small boats with an adjacent private recreational club, restaurant or public park. Commercial use could include a recreational complex with restaurant, cabana and similar activities.

All references to an onshore service base with regard to the Port Authority piers (Section B) apply here with important additions. Expenditures will be necessary for the following for onshore service to be considered here:

1. Provision of presently non-existent infrastructure such as sewerage lines, electric lines and gas lines.
2. Possible need for repair of damaged and deteriorating piers in order to handle the weight of the pipes, machinery and equipment used for drilling.
3. Reinstitution of rail access to the pier which does not appear to be feasible or desirable.
4. Resurfacing of River Road in order to accommodate the the large amounts of heavy material which would have to be delivered. Such heavy materials need a different road surface from that presently provided.
5. Construction of building for warehousing and personnel.
6. Cost of potable water might prove prohibitive due to present high rates. (460,000 gallons of the 5,200,000 gallons of fresh water required would have to be potable.)

As a postscript, the only feasible use of this property for a service base would be a temporary one for a year or two only. As will be noted in the Summary of Requirements and impacts for Service Bases, a permanent base requires 50-75 acres of land (Exhibit 11). Union Dry Dock's property is slightly less than five acres including two acres of piers, which is the minimum needed for servicing one rig. However, since such a base is essentially a small marine and a helicopter terminal, this location would have to be rejected, if for no other reason, than that of excessive

11. See note 3.

noise adjacent to the Stevens Institute campus and dwellings in the area.

Marina and club/park

There is adequate upland area as well as dock space for the creation of a small marina in this area. There would also be adequate space for restaurant, cocktail lounge and Yacht Club headquarters. The revival of a Yacht Club on this site would recreate a portion of Hoboken's notable past. At Tenth Street extended to the river, one of the most famous and prestigious yacht clubs in the world, the New York Yacht Club, established its first club house in 1844. Since the present New York Club is now headquartered inland on Manhattan (and thus deprived of a docking area), it may be interested in mooring some of its boats at a newly-created marina at its historic site. Even if the Club does not wish to participate, the need for a marina as well as a fine restaurant or private swim club in this area is obvious.¹²

Such a use would not only be compatible with any Stevens plan but would be enhanced by the R & D center in the future.

Thought should also be given to the inclusion of the tracts of land (Block/lot 260 - 1 & 2) just north of Union Dry Dock as part of the marina/club complex. Even if not developed as a single project, thought might be given to the creation of a private swim club or cabana in this area. Alternatively, Elysian Park could be expanded, thus becoming a waterfront park, a most attractive prospect for the people of Hoboken.

A study is now going on examining the feasibility of establishing a marina here. Just as in the case of the temporary base, sewerage, and gas connections need to be provided. The City should make a concerted effort to contact the New Jersey Economic Development Authority to discuss the inclusion of water and sewerage from Fourth to 11th Street where they are lacking. In addition, future Community Development and Revenue Sharing funds ought to be considered for provision of these needs. The new, local Economic Development Corporation should look to these improvements as a first order of business. It will be exceedingly difficult to develop the under-utilized areas of Sections C, D and E without provision of these basic needs. No further time should be lost in meeting these requirements.

12. Demand studies are incomplete at this point ascertaining types of facilities most attractive for new marina installations. Although plans have included a launch-type marina for Liberty State Park, no detailed studies were done to determine geographic extent of the attraction for such a facility. Conversation with Hamilton Ross, Associate Architect for Geddes, Brecher, Qualls, Cunningham Architects. Mr. Ross' firm is responsible for the physical master plan for Liberty State Park, Jersey City. (April 1977.)

Residential Housing

The Union Dry Dock property and the area just north of it have some attributes which would be desirable for housing. It is directly on the Hudson, accessible by River Road and adaptable to a park setting. There also a number of problems associated with housing in this area. There is potable water but no sewer lines. A multi-story building would no doubt require piling. Furthermore, a building(s) would be limited in height so as not to obstruct the view from Elysian Park. The potential for garden apartments such as those recently constructed on filled land at Edgewater would have to be explored.

Section E
Fact Sheet

<u>Block</u>	<u>Lot</u>	<u>Popular Name</u>	<u>Current Owner</u>	<u>Tax Status</u>	<u>Area (Acres)</u>	
					<u>Upland</u>	<u>Underwater</u>
259	1	Penn Central Piers	Union Dry Dock Co.	Up to date	4.584	3.665
260	1	Vacant	Hudson Realty Co. c/o E.R.R.	Assessed by the Director of Div. of Tax.	3.27	2.755
	2	Parking Lot	Hoboken Mfg. R.R.Co.		.591	0

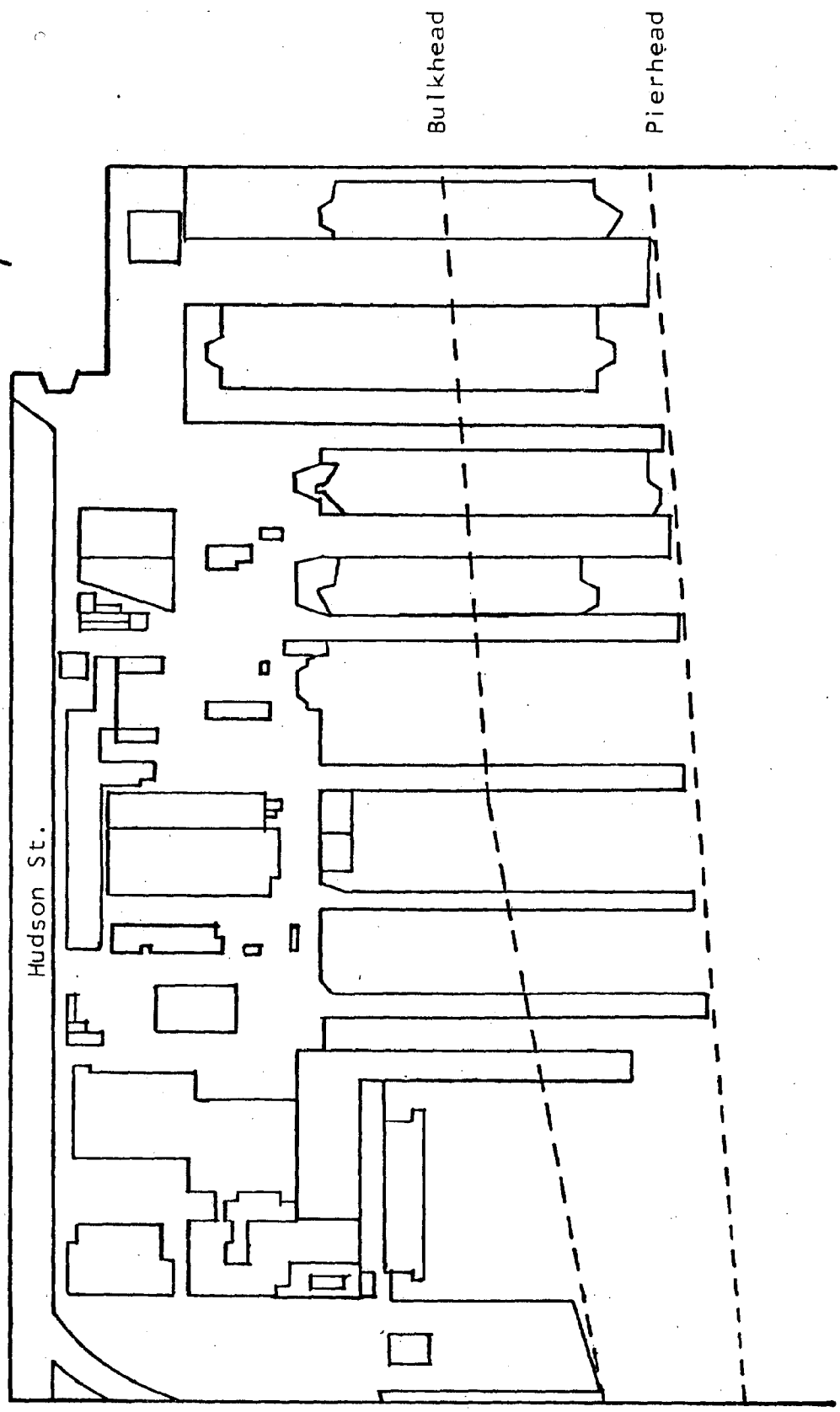
<u>Water Depth</u>	<u>Conditions</u>	
	<u>Bedrock</u>	<u>Built Environment</u>
259/1 28'-40'	Unknown but probably similar to Section D or 45'	PC Piers-Wood Piles-Some burned R R Property - stubs of pilings, rotting and rusting rails

107

<u>Infrastructure</u>				
<u>Gas</u>	<u>Electric</u>	<u>Potable Water</u>	<u>Wastewater</u>	<u>Public Services</u>
				<u>Fire</u> <u>Police</u>
No Mains in whole section	Available	259-3", 4", 5", & 8" water pipes 10" water pipe 260-1 4" & 6" water pipe 2 6" water pipe	14" section	24 hydrants Fire Boat station in Manhattan less than 1.4 mi. away

Aesthetic & Cultural aspects

10th & River Rd. - site of first N.Y. Yacht Club; entrance to Elysian Fields - Excellent view of harbor-should continue protection of view from Elysian Park , no building over 2 stories to be allowed.



SECTION F

Section F

This area has been traditionally dedicated to heavy industrial uses (predominately that of marine repair) since about 1880. Today ship repair still occurs at Bethlehem Steel. Maxwell House and American Can Co. (which leases its property from Maxwell House) complete the present day industrial complex.

The area provides a mixed land use in that across from the industrial complex are hundreds of residences, some just recently rehabilitated. Noise and occasional odor plus truck traffic and congestion provide a prime example of the incompatibility of industrial and residential uses in such proximity. The amount of taxes which come from Maxwell House and Bethlehem Steel, make it difficult to entertain ideas for different land use for this area in the immediate future if only for economic reasons. Hoboken residents account for about 13% of the employment figures listed so that it would be economically devastating to remove these jobs. In addition Maxwell and Bethlehem require waterfront locations as an integral part of their operations. Environmental problems should be addressed in this area. These include: reduction of noise; continued efforts to control odor; need for a new plan for truck movements at non-peak hours; and need for an employee parking program. Inasmuch as both Maxwell and Bethlehem have exhibited willingness to be considerate neighbors, these problems would appear to be candidates for discussion and rectification over the years. Furthermore efforts to solve these problems by joint means may go a long way to improve the operating environment for the companies in Hoboken.

The new Hoboken Economic Development Corporation can help these businesses to address these environmental problems as part of the Authority's program of keeping industry in Hoboken.

Section F
Fact Sheet

Block	Lot	Popular Name	Current Owner	Tax Status	Area (Acres)	
					Upland	Underwater
261	1	Maxwell House	General Foods Corp.	Up to Date	10.199	9.125
262	2	Bethlehem Steel	Bethlehem Steel Co.	Up to Date	18.853	32.235

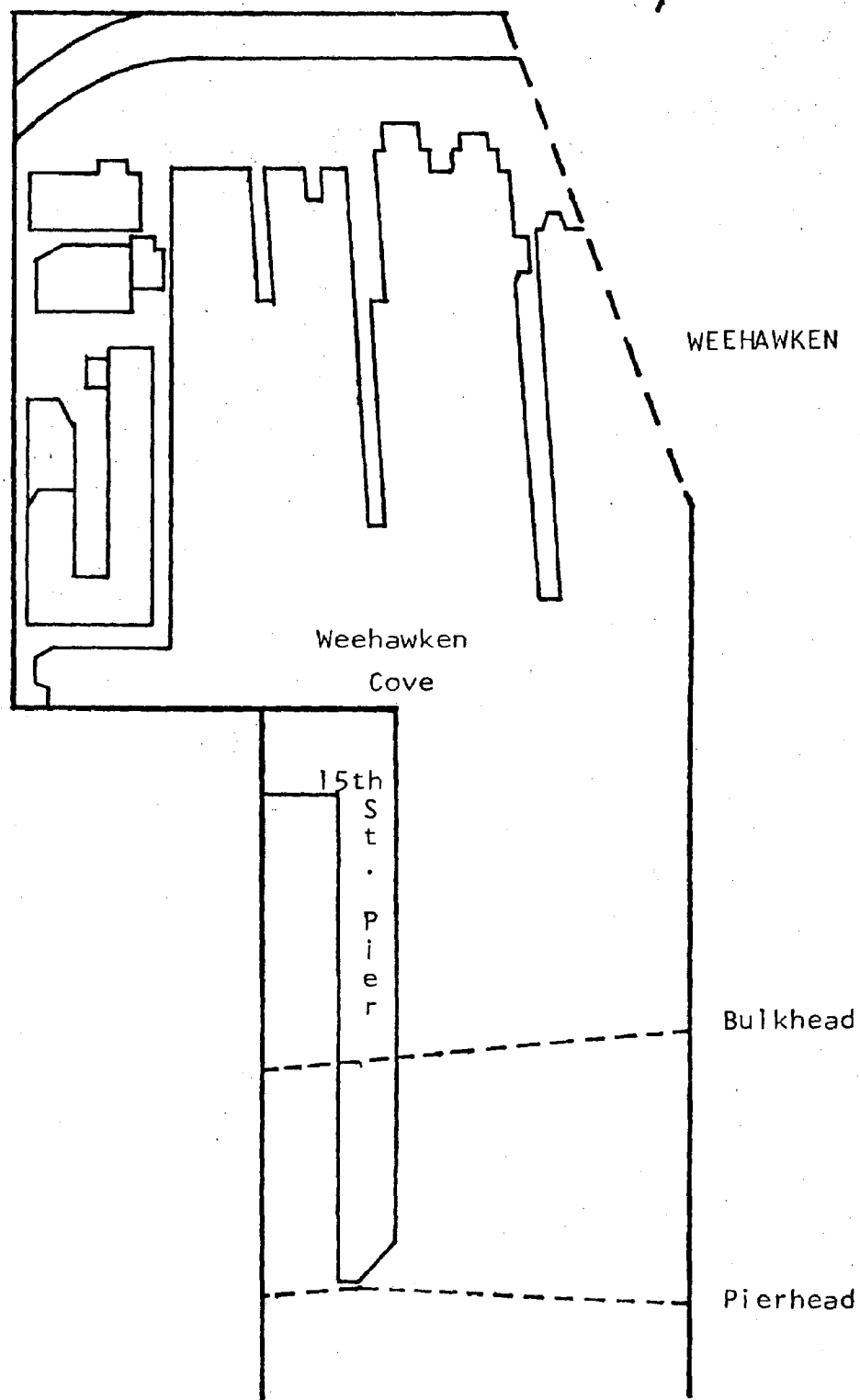
Water Depth	Bedrock	Condition of Building	Environment
261-14'-20'	45'	Maxwell - Wood & Steel Bulkheads; Piers-Steel Frame, corrugated asbestos sides, concrete floor on wood piles. In general buildings have concrete floors & Roofs with steel Frame constr.	
262-24'-40'		Beth. - Piers on piles	
		- Steel frame & glass	

10

Infrastructure				
Gas	Electric	Potable Water	Wastewater	
			Fire	Police
261/1 6"	Yes	261-6, 10, & 12" waterpipe	M. 16 Water	
Main under Hudson St.		262-3, 4, 5, 8, & 12" waterpipe	B.-29 Hydrants	
			- 4 hand hose reels	
			- 5 fire alarm boxes	
			- chemicals & fire pails	
262/2			Fire boat station less than 1.4 mi. away in	
6" Main Under Hudson St.			Manhattan	

Aesthetic and Cultural aspects

This area was once known as Elysian Fields (1820 to 1880). It was also the home of the Fletcher marine engine builders from 1880's to the early 1900's. The old 14th St. Ferry to Manhattan once left from this area. This section could serve as a tourism factor if it would be possible to create a set of tours which would not only show Hoboken's historic buildings but include an industrial tour of manufacturing and boat building techniques (See tourism discussion in Chap 3.)



Section G

This area could be considered as a marginal industrial area. It has been zoned as General Industrial since zoning was introduced to Hoboken. The Weehawken Cove area, which serves as the core of this section, was devoted to marine repair uses since the 1880's. It is a difficult area to deal with in that it has little upland (10 acres) most of which consists of decaying concrete decking in need of repair or demolition. The piers which are within Hoboken (Piers B, D and part of F) were subjected to a preliminary visual investigation by Dr. William C. Kerr, P. E. for the Waterfront Redevelopment Project (see Exhibit II for report). The report notes that only Pier D, which has a reenforced concrete platform on steel piles, can be considered for repair. The other piers, which are wood have suffered wood-rot and fire damage and need to be removed.

It can be seen, therefore, that the Cove area in Hoboken needs demolition work and filling in order to create an upland area sufficient for reuse. Also like much of Hoboken's waterfront, specifically between Fourth and Eleventh Streets, Weehawken Cove is lacking in an infrastructure. It needs potable water, sewer connections, power and now most of all, a public road to it. It is safe to say that substantial investment, most probably public, must be made in site preparation to attract private development.

The Cove area, should be subjected to an in-depth engineering study in order to ascertain the approximate costs that would be involved for filling in a portion of the Cove, providing an infrastructure and an access road to prepare it for possible commercial and/or residential uses. Such a study could be partially funded by the New Jersey Economic Development Agency which has already expressed an interest in working on a study of this area.¹³ The city's future Economic Development Corporation should pursue this possibility at once for the future of the area is dependent upon the physical characteristics and improvements of this Cove.

On the southern rim of the Cove, the former Standard Brands Building with 660,000 sq. feet of floor space, has just been sold for the proclaimed purpose of creating a vertical industrial building to house small industrial operations. This use may be the only one feasible at present. However, ideas should be examined for the creation of a garment center with day care facilities, restaurant and park in the southern portion. Even longer term, the building could be a prime location for mixed-income

13. Meeting of WRP personnel, CDA personnel (Sally Aaronson) and Carlos Villamil, New Jersey Department of Labor and Industry Economic Development Agency. (Fall 1976.)

housing. This eventuality will be dependent upon the city's ability to continue its present trend of becoming a fine residential area as well as the gradual departure of the other industrial uses in the immediate area. If over the next 10 years the marginal firms leave, the area would become available for a mix of commercial and residential uses.

An area of multiple use might be created on the property formerly used by the Hoboken Shore Railroad just north of 14th Street at Washington Street. A park and parking section could be instituted here. There could be paid parking initiated during the weekdays while recreational uses could take over during the weekends and on holidays. Basketball and baseball could be played here while concerts and dances could occur in the area during summer weekend evenings. The fees collected from the parking would provide maintenance and supervision funds for the recreational uses. The Hoboken Parking Authority would be the already-existing institution to make such a facility work.

The Fifteenth Street pier is in very bad condition. It is currently used by the two Palace party fishing boats. No better use for this facility is in sight. However, this is one of the piers which would be eliminated if the Corps of Engineers Project to clear the Hudson of decaying piers ever becomes operational in Hoboken. This report has already suggested that the Palace boats be moored at either the Fifth or Sixth Street piers.

Section G
Fact Sheet

Block	Lot	Popular Name	Current Owner	Tax Status	Area (Acres)	
					Upland	Underwater
266	P1t-1	Weehawken Cove	Basin Land Co.	Foreclosure	.710	9.889
	P1t-2	Weehawken Cove	Seatrain Realty Corp.	Up to date	.237	1.625
264	2	Weehawken Cove	Basin Land Co.	Foreclosure	2.531	5.349
267	1	Todd Shipyards	" "	Foreclosure	8.265	15.746
268	1	Standard Brands	Wm. De Goede	Up to date	5.230	0
	2-A	Larry Luxenberg	Larry Luxenberg	Up to date	1.138	0
	2-B	Sullivan Co.	Sullivan Co.	Up to date	1.102	0
269	P1t-F	Vacant	14th St. Pier Corp.	Assessed by Dir.	2.166	0
				Div. Tax.		
135	1	Hoboken Shore Road	Hoboken Mfg. R. Co.	Assessed by Dir.	.086	0
				Div. Tax.		

Conditions

Built Environment
Upland - Concrete decking on fill - elevation + 10' msl, Weehawken Cove - Pier D only concrete platform on steel piles; has minor damage and is repairable. Piers B and F should be removed.

Bedrock

35' - 40'
below m.l.w.

Water Depth

Wee. 15-20'
Cove
Area
&
Todd.

Gas	Electric	Potable Water	Infrastructure	
			Wastewater	Public Services
266	No Mains	2.64 Kv Line	Sewers lead	Fire
264	" "	along Willow Ave.	to primary treatment plant.	Station within 700' in Weehawken, Hob. station is 1000' away on Wash. Fire Boat
267	" "	18th St. from a 16" Main beneath Park Ave.		Station in Manhattan is 1.4 mi. southeast of site.
268/1	4" Main			
269	No Mains			
135	" "			

Aesthetic and Cultural Aspects

Henry Hudson landed in Weehawken Cove on October 2, 1609. The area was also the northernmost part of the famed Elysian Fields from 1820 to 1880. The view from this area should be utilized much more than it is at present.

Exhibit 11

WILLIAM C. KERR P. E.
CONSULTING SOILS ENGINEER
404 Lyons Road
Basking Ridge, New Jersey 07920
Tel. (201) 647-3129

A visual inspection of the pier structures in the Weehawken Cove area has been completed. Due to the fact that written permission to enter the property was denied, subaqueous inspection was deemed ill-advised. Both deck and pile components were inspected.

An attempt was made to obtain diving records, however, none could be found if indeed they ever existed.

Our findings are summarized as follows:

- 1) Platforms - Most of these are wooden and they have suffered extensive wood-rot and in some cases, fire damage. These are deemed totally unsafe and not suitable for use. They would have to be removed. The one exception is the reinforced concrete platform supported on steel piles. Although some concrete has deteriorated, as evidenced by missing chips, the damage is minor and could easily be repaired.
- 2) Pile Bents - For the most part, these consist of timber piles 15" to 16" in diameter. These appear to be reasonably intact below MHW level. Originally these bents were braced laterally by diagonal members. Many of these are missing and the ones that remain are damaged and unsecurely held in place. The steel "HP" sections which support the concrete platform alluded to earlier appear to be in sound condition. Some rust scaling is visible on the Slurges but if the sections are burned off at MHW level, the rest should be useful as is.

Without closely supervised load tests it is impossible to say what the pile capacity really is. Timber piles normally are designed for 15 - 25 tons. Steel "HP" sections should bear on rock and may be expected to carry 40 tons and possibly a great deal more. It is my strong recommendation that no use of these foundation units should be seriously considered without load testing of several pile units.



Figure 6-6. Condition of Piers in Section G, Weehawken Cove

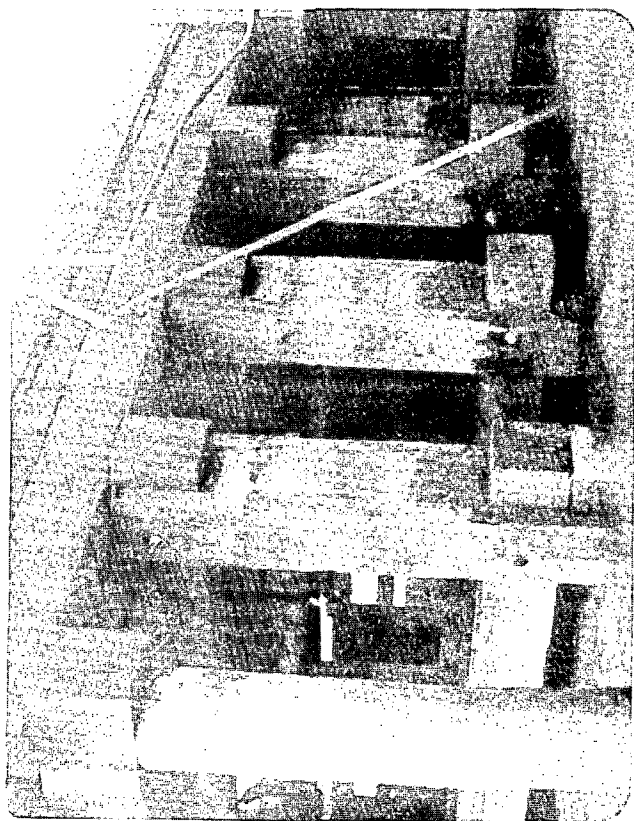
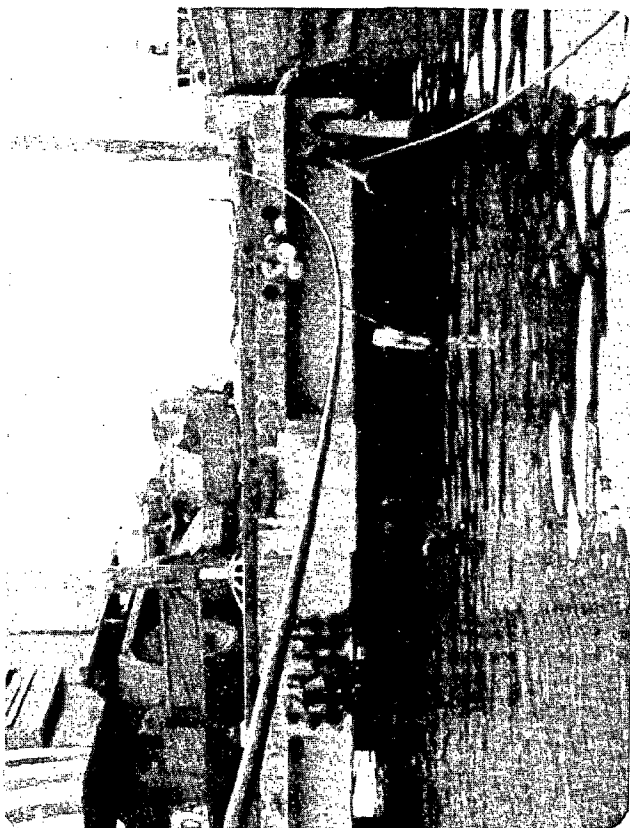
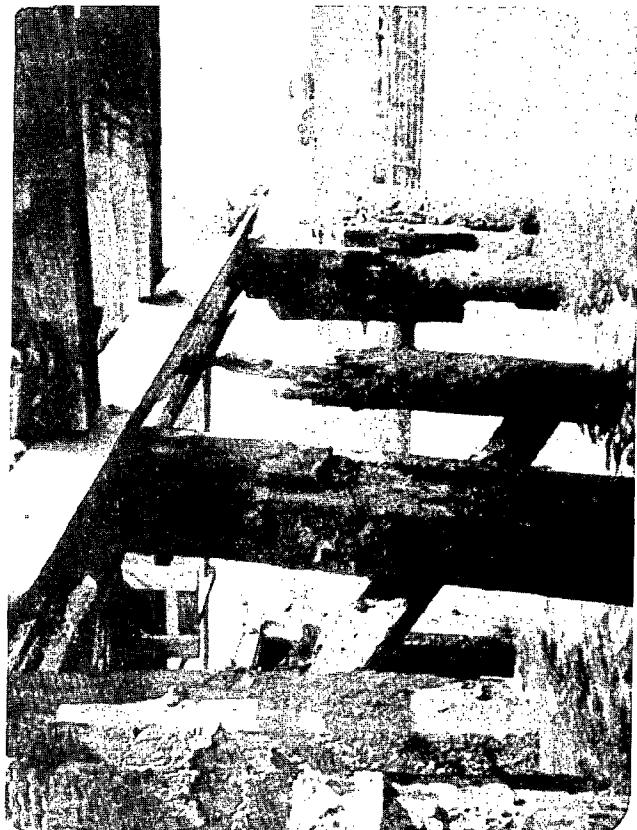


Figure 6-7. Condition of Piers in Section G, Weehawken Cove

CHAPTER 7: IDEAS FOR IMPLEMENTATION AND CONTROL

Introduction

In order to explore possible modes of implementation for waterfront redevelopment in Hoboken (and elsewhere in New Jersey) it is necessary

- a) to look at the legal and management structures which are presently used to enforce land use planning and
- b) to determine how they could be utilized for control of redevelopment.

These structures exist at several levels of government from local to federal.

A note of caution must be added here lest the impression be given that governmental structures alone can bring about redevelopment. The approaches which government takes in controlling land use and insisting on quality are performed as a response to the free enterprise system. In that system where, how, when and what development occurs is dependent upon "the general state of the economy, people's preferences and values and the costs of development to the builder." Though governmental actions can influence decision-making, it is the private sector in most cases which must dedicate money to the project.

Any progress toward better land use must therefore be measured not in terms of the sophistication of legal devices or the complexity of approval mechanisms developed by different levels of government. What is important is how such controls and stimulants can be used to influence the private sector in its decisions about how to use the land.

(See Table 7-1 for Impact of Government Action on Property Values).

Local Level Zoning and Planning Implementation - General Remarks

At this basic stage for enforcement of land use controls, the police power invests zoning and subdivision with major importance. Zoning is essentially utilized to create districts or zones within a legal jurisdiction in which regulations are set up as to density of population, land uses permitted in each zone, height and bulk regulations as well as lot coverage and open space requirements.

In general, subdivision requirements are aimed at proper specification of streets, minimum lot sizes and adequate provision for infrastructure. What both of these tools have traditionally done is to place the focus on

TABLE 7-1

IMPACT OF GOVERNMENT ACTION ON PROPERTY VALUES

Type of Action	Impact on Values of Subject Property	Impact on Values of Neighboring or Competitive Properties	Net Effect on Property Values	Relative Importance of Specific Actions in Determining Impacts
Restrictions on land use	Value declines	Value rises	Redistributional	Very Important
Developer required to make improvements or pay fees	Value declines	Value rises	Slightly negative	Unimportant compared to other public actions
Resource amenities protected or restored by government action	Value rises	Value rises	Slightly positive to very positive	Very Important
Shore access by the public maximized and protected	Value declines	Value rises	Slightly negative	Less important than use restrictions or amenity protection
Concentrating development in existing communities	If still undeveloped, value declines; if already improved, value rises	Value rises	Positive	Very Important
Providing infrastructure, public facilities, and services	Value rises	Values unchanged	Positive	Important
The reduction or deferral for regulated, restricted, or encouraged uses of coastal properties	Value rises	Values unchanged	Slightly positive	Less important than use restrictions or amenity protection

Source: Real Estate Research Corporation.

"Business Prospects Under Coastal Zone Management," U.S. Department of Commerce, National Oceanic and Atmospheric Administration, Office of Coastal Zone Management, p. 9.

attaining the most liveable conditions for man; not on protecting the land. The carrying capacity of the land involved has not been the concern of zoning or subdivision. In fact it can be said that "conventional zoning and subdivision regulation assume that an essentially unlimited supply of land suitable for urbanization exists."¹ This assumption is now making problems for modern society. However, it is not the only difficulty with zoning and subdivision regulations.

The Council on Environmental Quality has reported that "zoning has certain inherent problems as a land use control." It can reduce property values and confuse land redevelopment by prohibiting mixed use; it "provides neither stability of use nor a logical mechanism for definition of use"² due to the frequency with which amendments and variances are granted. In addition, the way in which zoning is administered at the local level affects the direction which zoning takes. It can produce most uneven results.

Many actions undertaken with the best intention may, because of the way they affect the land, result in land use changes that are perverse in terms of the original goals.³

Attempts are being made in New Jersey to rectify problems created by zoning and its administration. The new Municipal Land Use Law (Chapter 291. Laws of New Jersey 1975, approved January 1976) enables municipalities to bring their zoning codes into conformity with the land use elements of a master plan. Though the act appears to have been passed primarily in order to provide "expeditious handling of applications while ensuring due process,"⁴ it also focuses some attention upon infrastructure, environment and the land itself (Article 3-(19) (2); Article 6 (29 b)). Though this may still not be deemed adequate emphasis upon the carrying capacity of the land, it is a step in an environmental direction.

In essence, the "zoning ordinance or any amendment or revision thereto shall either be substantially consistent with the land use plan element of the master plan or designed to effectuate such plan element." (Article 8 - 49a.) A master plan must provide land use and development proposals which examine infrastructure, as well as recreation and conservation possibilities.

At this time it can only be hoped that the waterfront areas of New Jersey will be given special attention in the new master plans and zoning codes which are to be ready by February 1, 1977. As in other cities, in Hoboken there will also be a new master plan since the one now in effect is about twenty years old and out of touch with the reality of the city.

-
1. Thomas J. Schoenbaum, Ronald H. Rosenberg, "The Legal Implementation of Coastal Zone Management: The North Carolina Model," Duke Law Journal, Vol. 1976 Number 1, March, p. 13.
 2. The Fifth Annual Report on Environmental Quality, Council on Environmental Quality, December 1974, p. 52.
 3. Ibid., p. 71.

There will also be a new or amended zoning code which should be consistent with the findings of the master plan. In order to have this happen there must be sensitive and knowledgeable approaches taken so that the long-term effects of zoning will work to further development goals and policies rather than hinder them.

As suggested earlier, the legal and management structures for planning and zoning exist at several levels of government from local to federal. Thus it is essential these influences on the local level be recognized and evaluated.

State and Federal Influences on Implementation

The New Jersey Office of Coastal Zone Management (N.J.O.C.Z.M.) has been given the task of creating a management policy, and mechanism for implementation of the policy, for the coastal area of the State. To date it is not clear just how the State will deal with the urban coastal zone. However, statements made by O.C.Z.M. personnel tend to indicate that the existing Riparian Law of New Jersey will be the means of control for the urban area of the coast. This may not be adequate due to a lack of planning and implementation capabilities under that law.

At a meeting held at Stevens Institute in December 1976 which was arranged by WRP at the request of N.J.O.C.Z.M., citizens of the urban coastal zone area were given an opportunity to be heard. The general consensus was that the existing state controls over the urban waterfronts, i.e. the Riparian Law, were not enough. The citizens asked for a plan for the Hudson River region. They asked that the O.C.Z.M. provide a boundary designation which would allow for effective land and water protection.

After the above-mentioned public meeting, the WRP submitted, at the request of the N.J.O.C.Z.M., an urban waterfront policy statement. (See Appendix A.) In essence, the policy suggested that the urban waterfronts of New Jersey be principally dedicated to the uses and concerns of the public. This was recommended as the primary urban waterfront policy goal. All uses whether industrial, commercial, residential or recreational should be measured with that goal in mind.

The institutional mechanism for planning management of such a specialized region as the urban waterfront of New Jersey does not now exist in the State. The Municipal Land Use Law permits a regional approach in planning but only when the municipalities give over their planning powers to a regional or county planning group. Ideally, for the waterfront, a regional mechanism should be created which would have inputs from effected communities. It is essential that localities participate and have a say in planning and policy decisions concerning land within their jurisdictions. However, local governments ought not to be "the sole or principal party" in such decision-making according to Mogulof.⁵ New legislation would be

5. Melvin B. Mogulof, Saving the Coast, The Urban Institute, Washington D. C., 1975, p. 78.

necessary for the creation of regional planning and implementation groups in the State.

The use of an existing legal mechanism has become attractive to the N. J. O.C. Z. M., for it obviates the need to go to the legislature and work through a special bill. For this reason the Riparian Law has been contemplated as the means for legal implementation of the State's coastal zone management plan in urban areas. The usage of the Riparian Law may not achieve what the Federal Coastal Zone Management Act of 1972 appears to require of the State.

The policy set forth in the U. S. Coastal Zone Management Act of 1972 (P.L. 92-583 Section 303 b) states that:

The Congress finds and declares that it is the national policy....to encourage and assist the states to exercise effectively their responsibilities in the coastal zone through the development and implementation of management programs to achieve wise use of the land and water resources of the coastal zone. (Emphasis added.)

The Riparian Law of New Jersey requires that the State examine the uses to which riparian properties are put. The riparian lands are those which are or were washed by the tides during any period since Colonial times. The New Jersey Natural Resources Council oversees the granting of riparian grants and permits. Even though the Council has been sensitive to the needs and desires of the thousands of people living in proximity to the riparian lands in Hudson County (i.e. Bayonne, Jersey City and Hoboken,⁶) it does not have the power to plan for or implement programs for this area.

The Federal Act also requires that the states include within their management boundaries those "shorelands, the uses of which have direct and significant impacts on coastal waters." A boundary which merely includes the bulkhead line (that area affected by the tides in most urban areas), would not control the impacts on coastal waters. As with land everywhere, impacts from runoff, sewerage plants, construction and manufacturing processes frequently originate far to the landward side of the bulkhead. To be consistent with the Act, it would appear that the entire property which abuts the water's edge should be included in the urban coastal zone boundary. Not to do so will mean ineffective control over direct and significant impacts on the waters.

The National Oceanic and Atmospheric Administration (NOAA) in the U. S. Department of Commerce, which has been given the responsibility of overseeing the Coastal Zone Management Act, repeatedly recommends in its

6. Council decision in December 1975 regarding Cosmopolitan Terminal, Inc. and in December 1976 regarding Steuber Chemicals.

guidelines that control over land use policy be given to regional entities. The Center for Research in Water Resources notes that "the intent (of the NOAA guidelines) is to focus on the problems peculiar to individual regions."⁷ The Natural Resources Council of the State of New Jersey is not a regional entity. It deals with the entire state. In addition, it has no powers to plan for or implement plans for the coastal regions of the state.

If dependence for coastal zone management in New Jersey's urban areas is placed upon the Riparian Laws of the State, the pressures for development in the urban areas will be intense. The "shore area" of New Jersey, - the section from Cape May to Raritan Bay - is protected by a permit system created under the New Jersey Coastal Area Facilities Review Act of 1973 (CAFRA). This law requires the N. J. Department of Environmental Protection (DEP) to regulate major current development and prepare a plan for the area's future. It is reasonable to suppose that, other things being equal, the more "intensive" uses which are excluded from the CAFRA area will seek out the urbanized sections of the coastal zone in the Raritan Bay, the Delaware River, New York Bay and the Hudson River. The Real Estate Research Corporation in a study for the U. S. Office of Coastal Zone Management notes that restricting land use options on certain properties, will "transfer any unsatisfied demand to other competitive sites not subject to use restrictions." Though this may sound desirable at first, the end result could be detrimental to the urban waterfront areas.

Without a specific plan and permit system for land uses along the waterfronts of the urban areas of the State, lengthy and expensive legal battles over what facilities should be permitted will undoubtedly continue. In order to do away with perhaps destructive competition, resulting in uncertainty and possibly in sizeable monetary losses for developers as well as considerable loss of time, a regional solution, as opposed to town-by-town zoning control, appears preferable for land use management and control over.

Governmental Mechanisms

There would seem to be three possible governmental entities⁸ which could take on the regional responsibilities which NOAA recommends in its guidelines. They are

1. County governments
2. Councils of Government
3. New regional governments

7. Kingsley E. Haynes, Methodology to Evaluate Alternative Coastal Zone Management Policies, The University of Texas at Austin, 1975, p.33.

8. Ibid.,

County Governments

In New Jersey the county governments already exist and many, such as that in Hudson County, have recently gone through charter changes which consolidate and improve performance. However, even with these changes the county government structure may not be the proper vehicle for coastal zone management purposes.

- a. Currently in New Jersey counties have no zoning power. The county planning board is advisory in nature.
- b. Economic and environmental issues and concerns do not stop at county lines. Water courses flow through many counties. A rational regional, not county approach, appears to be a necessity in the case of waterfront management.

Councils of Government

Councils of Government do not exist in New Jersey but in states where they do they are normally considered to be confined to planning duties and are not involved in implementation.⁹ To be effective a coastal zone management must deal with implementation as well as planning.

New Regional Governments

A new regional government structure would appear to be the most promising mechanism for New Jersey's urban waterfront management. Such an entity would have to be created by act of the legislature. Though this may be considered an obstacle politically, and bureaucratically, it also provides an opportunity in that a mechanism could be specially created to cover the geographic areas and the needs of specific waterfront regions which share a degree of compatible uses (such as urban core areas with built environments). Since planning and implementation appear to be the objectives of coastal zone management, these two functions should be performed by one group, preferably on the regional level with criteria for operation and recourse from regional decisions provided by a state-level commission, similar to that used in California, as indicated by Mogulof.¹⁰

As stated earlier, if the State of New Jersey does not create a management mechanism with regional jurisdiction, it would seem that the objectives of the U. S. Coastal Zone Management Act will not be met in the urban areas of the State. The Riparian Law in New Jersey allows local governments to plan for and make decisions about waterfront uses. Though the State may override usage decisions made at the local level, the regional planning

9. Ibid., p.

10. Op. cit., Saving The Coast.

is lacking upon which such permit decisions logically should be made. Without such planning and the ability to implement it with a permit and review system, the urban coastal zone will continue to be surrendered, as it is today, to local development pressures and the inevitable chaos of parochial land use decisions which do not take into account regional, state or even national concerns.

Specific Mechanisms for Implementation

In Chapter 6 a number of suggestions for alternative uses were made for developing Hoboken's waterfront. In order that these or other preferred alternatives have an opportunity to become implemented, we recommend that the unsatisfactory laissez-faire policy of the past should be abandoned. Unless positive steps with respect to waterfront redevelopment are adopted things are likely to go on as they are today. These steps include the devising of a framework within which development will take place within desired lines. This framework will outline what role Hoboken wants the waterfront to play as part of the overall goals for the city (masterplan). For example, the Hoboken Urban Preservation Study completed in November 1975¹¹ asked for a "refocusing" of attention to the waterfront. It recommended ways of doing this by:

1. Reorienting the City's focus toward the waterfront via walkways, paved streets, signs and public transportation rerouting.
2. Acquiring property or easements for use and access, and clearing for reclamation of even a small parcel for public use.
3. Locating major recreational facilities at the water side of the City in order to reenforce the recreational aspects of that area and support waterfront related commercial facilities.¹²

The second part of the framework is a zoning code designed to establish the rules so that goals may be attained, not thwarted. Often this would be sufficient, based on the expectation that, but for requests for variances from the zoning base, the code would largely administer itself. However, the waterfront is unlike the rest of the city, being unique in its physical layout and potential uses. Thus it would appear to follow that flexibility, expertise and a certain amount of boldness will be required in overseeing the re-development of the waterfront.

11. Hoboken Urban Preservation Study, prepared for the Hoboken Community Development Agency by Pokorny and Pertz, November 1975, p. 12.

12. Ibid., p. 40.

One way to approach this objective is for the master plan to consider the waterfront as a special place, environmentally, socially, economically and historically where mixed uses will be encouraged. Useful as this would be, it is passive. It is imperative that there be supplemented a more active component. A means for doing this would be the creation of a funded Waterfront Development Council, a sub-unit of a city-wide Economic Development Corporation referred to in Chapter 1. Among others, its duties would be to plan, manage, promote and control waterfront usage. Some ideas on planning and control with particular reference to Hoboken's needs follows.

Ingredients of an Urban Waterfront Planning and Control System Applied to Hoboken's Waterfront ¹³

Whether the local Waterfront Development Council is at work and/or the regional government with responsibility over the coastal zone, the following matters should be considered in a work program:

1. The planning element should include the services of a landscape architect and a planner experienced in waterfront work. An engineer should be consulted on methods and costs.

A useful way to develop a plan in Hoboken's context might be to break it into linear zones, possibly along the following lines similar to those used in the highly successful Chicago waterfront area. ¹⁴

1. a Water Zone - Extending from the shoreline property to the pierhead line. This could be an "opportunity zone" for future filling in. Controls over this area would protect other water and land uses. This would be a primary impact zone for coastal zone management.
- b Park/Commercial/Research Zone - This area would extend from Fourth to Eleventh Streets east to the river and west up to and including the top of Castle Point. This zone would allow for uses compatible with a park setting while encouraging multiple uses of the land. Access for the public to the river's edge would be a basic requirement in this zone.
- c Community Zone - This area should include all of the sections not mentioned in the Park and Water Zones. It

13. C. Norcross, Open Space Communities in the Market Place, Urban Land Institute, Technical Bulletin 57, pp. 60-61.

14. The Lakefront Plan of Chicago, Chicago Plan Commission, December 1972.

would extend west to and include Hudson Street thereby controlling development which could impact upon the waterfront area.

2. Special attention should be given to underutilized and ugly areas of the waterfront (in Hoboken this would mean the Fifth and Sixth Street piers, the Stevens Long Dock, Union Dry Dock, the railroad properties at Tenth Street and Weehawken Cove).
3. Thought might be given to filling in of certain portions of the waterfront in order to create additional space. (Hoboken's present waterfront is lacking in space.)
4. Waterfront recreational facilities should be planned wherever possible. It is generally conceded that waterfront areas lend themselves to recreational uses. Waterfront areas are good to look at but twice as valuable if there are facilities for use.
5. Where feasible, community facilities should be placed on the waterfront; it is a natural congregating spot.
6. Planning review and permits must make certain that private facilities provide for some areas of public access.
7. The waterfront should be beautiful. When this happens the full potential of the waterfront will be realized. Lovely land uses increase the property values in the surrounding properties and also improve the reputation of the city as a whole. The waterfront should be viewed as one of the finest amenities in a municipality.
8. If housing is planned, it should not be placed too close to the water. "More people want to look at the water than want to be right on it." ¹⁵
9. Maintenance is one of the most important features in any waterfront plan. Methods of maintenance should be required as part of any review process of a proposed facility prior to approval. Absence of maintenance information would warrant refusal.

15. Ibid., p. 62.

10. Safety features must be part of every wateredge facility. Fencing, provision of life preservers and the like are necessary considerations for waterfront installations. Adequate liability insurance should be required as part of the total cost package of a facility. No permits should be granted without such insurance.
11. A review of environmental impact should be a commonplace in the procedure prior to issuing permits, for development. Any facility which impedes the use of the waterfront by people or which does not require a waterfront location should be excluded.

Control

There can be developed a procedure to review new projects or reuses of the waterfront before they are given permission to proceed. A method to expedite such a review procedure is to require preparation in advance of a Community Impact Assessment Report which would provide extensive information along the following lines:

- Legal description
- Current uses
- Fire protection
- Traffic control
- Sanitary sewers

For a more complete list see Paul A. Bergmann, "Assessing the Consequences of Development," Environmental Comment, October 1976, The Urban Land Institute.

This approach leads to what is known as "impact zoning" ¹⁶ in which the capacity of the land and the ability of the area to accept the proposed facility are of primary concern. Obviously the potential user can also employ the report as a check list to ascertain what the location provides and what it does not in respect to his needs.

Promotion

Without promotion, it seems safe to say that there will be very little new activity on the waterfront. There are too many alternate waterfront sites in Hudson County with which Hoboken must compete.

16. Roger Wells, "Impact Zoning: Incentive Land Use Management," Environmental Comment, The Urban Land Institute, January 1977, p. 13.

Thus it is imperative that special attention be given to this aspect of waterfront redevelopment.

Conclusion

This report has taken an approach different from the usual planning reports. Instead of an integrated plan, this report suggests, where possible, alternative schemes together with their advantages and disadvantages. Again taking a different tack, the report acquaints the reader with ideas that were researched and rejected with the reasons for the rejections. Thus the readers of the report, including general public, in studying the report need not speculate on whether this idea or that idea was considered. If it was, it is listed for the record. Thus certain obstacles in the way of public acceptance may be removed. Finally, the report considers not only what may be done, but suggests means of implementing the ideas.

The limitation of this approach is that when desirable alternatives are agreed upon, specific details and costs will have to be determined. It is suggested in the report that this should be one of the tasks of the proposed Waterfront Planning Council, a suggested sub-unit of the existing Economic Development Corporation. Another possible title for the Council would be Waterfront Planning and Promotion Council. At this point in time, there does not seem to be much chance of waterfront development unless there is vigorous and imaginative promotion spearheaded by an agency chartered to do this job. With this thought the report closes.

APPENDICES

APPENDIX A
CENTER FOR MUNICIPAL STUDIES AND SERVICES
STEVENS INSTITUTE OF TECHNOLOGY

January 1977

AN URBAN WATERFRONT POLICY FOR NEW JERSEY

Introduction

The Center for Municipal Studies and Services (CMSS) first began its review of the Hoboken waterfront in 1975, with the intention of being able to specify a general set of redevelopment objectives. Since that time and more than three man-years of effort we have come to appreciate that certain activities are environmentally and socially impractical and irrational. Additionally, our study has shown that there are some activities which are also economically and physically non-feasible. We have concluded that there are and must be limits to and restrictions on development. This conclusion, though aimed at Hoboken, may be applicable to other urban waterfront areas as well.

The following policy, then, is presented as an outgrowth of the ruminations and work of people who have studied a particular area. Although the views presented here are not the results of a study based upon the desire for policy, we think that they are valid and urge that further research directed toward these ideas be pursued.

What is meant by an urban area?

In order to understand what an urban coastal zone policy should be, it is necessary to comprehend just what constitutes an urban or urbanized area. According to the U. S. Census of 1970, specific criteria for the delineation of urbanized areas include:

- 1 a. A central city of 50,000 inhabitants or more in 1960, ...or in the 1970 census; or
- b. Twin cities, i.e., cities with contiguous boundaries and constituting, for general social and economic purposes, a single community with a combined population of at least 50,000 and the smaller of the twin cities having a population of at least 15,000.
2. Surrounding closely settled territory, including the following...:
 - a. Incorporated places of 2,500 inhabitants or more.

- b. Incorporated places with fewer than 2,500 inhabitants, provided that each has a closely settled area of 100 housing units or more.
- c. Small parcels of land normally less than one square mile in area having a population density of 1,000 inhabitants or more per square mile....
- d. Other similar small areas in unincorporated territory with lower population density provided if they serve
 - to eliminate enclaves, or
 - to close indentations in the urbanized areas of one mile or less across the open end, or
 - to link outlying enumeration districts or qualifying density that are not more than $1 \frac{1}{2}$ miles from the main body of the urbanized area.

(Source: General Social and Economic Characteristics, U. S. Census, 1970 Appendix A-3)

When speaking of urban populations the census means "all persons living in (a) places of 2,500 inhabitants or more incorporated as cities, villages, boroughs..., and towns..., but excluding those persons living in the rural portions of extended cities; (b) unincorporated places of 2,500 inhabitants or more; and (c) other territory incorporated or unincorporated, included in urbanized areas." (Op.cit.)

Of what does an urban area consist?

The urban areas along the coastline of New Jersey offer a many-faceted picture. "Urban" means many things to many people, as cities were intended to do, but above all it means a people place. It is in urban areas that a major portion of the economic and cultural desires of human beings come together. Urban areas are:

- Residential areas
- Commercial and office locations
- Retail cores
- Industrial sites
- Districts connected by transportation networks
- Communication systems
- Recreational opportunities
- Cultural centers

Because there are so many needs and desires to be fulfilled in the finite extent of urban areas, these areas must provide efficient use of land along with ease of access within their boundaries and to the outlying regions; they must also contain opportunities for jobs, homes and recreation. In order to provide all of the foregoing in a way which is beneficial to all, urban areas must be clean and safe as well. In other words, cities tend to be looked upon as areas that should be all things to all people - certainly an impossible task and perhaps one of the reasons that the urban areas of the United States have been considered by many to have "failed."

The urban waterfronts of the state of New Jersey - now increasingly abandoned and thus open for speculation - share in the expectation of a city - all things to all people. Often forgotten however, is the fact that the urban waterfronts, as well as the cities, are built upon land and in air. In rural areas the land is not as intensively used as in urban areas and environmental concern there is primarily concentrated on its assimilative capacity which is involved; in urban areas-it is the carrying capacity of the land that is of major concern.

The carrying capacity of the land and the air limits to a great extent just how many societal expectations may be fulfilled in the cities or urban regions. Capital investment increases this carrying capacity which then, in turn, allows the land to fulfill desires to a greater degree than nature alone may have permitted. However, it may be questioned whether current economic activities which seek urban waterfront property can repay the enormous investments required to both repair and increase the carrying capacity of such areas. Furthermore, in the case of the urban waterfronts, the carrying capacity of that sensitive boundary of land, water and air limits even more the types of activities in which humans may engage. Though urban waterfronts have been given the label of "built environments," they are still part of ecologically fragile systems which need to be utilized with care.

The coastal zone in urban areas also has, over time, been many things to many people. A great number of New Jersey urban waterfronts have proven to be all of the following: military defense locations; transportation centers; resorts and recreational areas; places which provided for shipping and commerce; depots of military importance during wars; manufacturing resources; and at the most recent stage, underutilized and frequently deteriorating areas.

As can be seen from the listing above, man has intruded all manner of activity at the urban water's edge. However, this does not necessarily mean that it was either wise or beneficial to have done so. The fact that certain things happened in the past does not mean that they should happen the same way today. There is a danger in the philosophy which makes historic uses or even existing uses the criteria for placement of future development in urban areas where thousands of people live. Simply because the land, water and people have been exploited in history does not mean that this should continue in the future.

Objective of the Policy

An integral part of the concern for the carrying capacity of the waterfront is its people. People live and work in the immediate surroundings of an urban waterfront and their quality of life, their environment and their sources of homes and jobs must be protected. People and nature are being asked to live compatibly in urban waterfront areas and therefore, the objectives of an urban waterfront policy should be to make certain that the area is given over to public use and benefit, and to restrict that use so that it is within its assimilative and supportive capacity.

The Policy

The "Guiding Principles" delineated in the N.J.D.E.P. publication Alternatives for the Coast, 1976, have been utilized as the rationale for this policy. Where found necessary comment is made by CMSS.

1. Principle Activities that increase public access to the coast should be encouraged and existing public rights of access to the coast should be protected.

Policy The urban waterfronts of the state of New Jersey should be dedicated to the uses and concerns of people; all other activity should be compatible with and secondary to that goal.

2. Principle Orderly, balanced, residential, commercial, and industrial development should be accommodated in the coast, in settlement patterns that are economically efficient and respect the natural environment.

Comment It is odd that this principle which carries the title of "Built Environment" and thus must be especially aimed at urban areas, mentions only economic efficiency and the natural environment. There is not one word about people and their rights and needs as living, breathing beings. People and their rights should be the primary concern of every urban area. In addition, urban waterfront areas are generally parts of already highly developed regions. The fact that the land area for future development is scarce makes it essential that any urban waterfront development be reviewed as to its ability to promote compatible people

uses of the waterfront. Commercial and residential activities - which are people-oriented - are blocked out of existence when juxtaposed with heavy industrial facilities.

Policy Commercial and residential uses of the urban waterfront should be encouraged where they provide public access as well as tax ratables and jobs. Heavy industrial installations (as defined in C.A.F.R. A.) should be discouraged from locating in urban areas where they will intrude upon present or future possibilities for commercial, residential and recreational uses as well as upon the lives of the many people nearby.

3. Principle The design of land uses should respect and reinforce the visual characteristics of diverse parts of the coast. The mix of scenic resources of the New Jersey coast, including large bays...and mighty urban rivers with built-up waterfronts, should be maintained.

Comment There is a special, esthetic quality to the view from the riverfront in most urban areas even though that quality may be provided by still another urban area across the expanse of water. Esthetics is one of the most important aspects of the urban coastal zone. It is one of the factors which makes a waterfront valuable to commercial and residential entrepreneurs. In as much as the traditional uses of urban waterfront have greatly decreased in the last two decades - due to advances in technology and changes in transportation - urban waterfronts must look to commercial, residential and recreational uses in order to help depressed economies.

Policy Views and vistas, along with the sense of openness found near water, should be preserved or created. A strip of land for public access should be provided as an assurance of this view.

4. Principle Development of hazardous areas should be avoided.

Comment LNG facilities, oil refineries, tank farms, petrochemical installations, etc. are industrial uses which are volatile and hazardous. Because of this fact they prohibit access to the waterfront by the general public. In addition, such facilities demand the creation of buffer zones is an extravagant and

costly use of a very scarce commodity. In an urban area a buffer zone is little more than a no man's land creating a wasted and highly inefficient use of this valuable asset.

Policy

Any industrial facility which attempts to locate in an urban waterfront area should provide a harmonious land and water use with its neighbors. Facilities which are known to be volatile and hazardous should be excluded.

5. Principle The productivity of existing marine resources should be maintained or improved.
Land and water uses should be allowed only to the extent that they do not exceed the capacity of coastal resources to assimilate the adverse effects of these uses.
The water's edge where the land meets the sea -- the urbanized waterfront and the less developed and rural shoreline -- should be devoted only to activities that depend upon direct access and required a shoreline or waterfront location.

Comment

The last principle listed above can adversely affect planning and land use in every urban waterfront area in the state. There are few public recreational facilities in the urban areas which "depend upon direct water access." If this principle is not made explicit, there could be no parks, no walkways, not even general-use sitting areas at the water's edge in the cities.

Policy

Industrial, commercial and residential development should be permitted at an urban waterfront edge only when the development is truly dependent upon direct water access for fulfillment of processes or operations. Even when this is the case, other criteria - such as guarantees of carrying capacity, air and water pollution code enforcement, the creation of an esthetic atmosphere and the policy that public access comes first - should be given higher priority.

6. Principle Decisions on coastal land and water uses should be made at the lowest practicable level of government, consistent with resource management principles, so that more people may be involved in the decisions that affect their lives.

Policy

Each community along the urban waterfront of the state should be allowed to designate its own "geographic areas of particular concern." These areas may include parkland, unique geological or environmental features, or views and vistas. They may also include commercial or residential areas, or even light industrial growth sections in which special development criteria would be enforced.

APPENDIX B

ATTITUDE ASSESSMENT SURVEY

In an effort to ascertain some basic things about the waterfront area in Hoboken, WRP performed a survey of attitudes by Hoboken residents and employees as to their desires for and thoughts about the waterfront. Eleven organizations responded to the survey and four members of the city government responded. The rate of response was 62 per cent.

Organizational Responses*

Generally all of the respondents thought that the waterfront should be protected. Each group thought that present views should be kept intact because the views and the location of the waterfront opposite New York City were Hoboken's and the waterfront's biggest assets. There was also general agreement that the waterfront should be planned for public utilization of a free variety. Parks were mentioned first, then bicycle paths, then fishing access. Everyone tended to want ratables also but in such a way as to be compatible with and sensitive to the unique environment of the waterfront area. Following are the actual questions and tabulations.

<u>Question</u>	<u>Number responding</u>
What should be on the waterfront?	
1. Parks	11 out of 11
Need for guards	2 out of 11
Public use	1 out of 11
Private use	9 out of 10
Shrubbery and trees a priority	11 out of 11
2. Business	9 out of 9
Restaurants	10 out of 11
Marina	9 out of 11
Shopping center	9 out of 11
Housing	7 out of 11
Set back required	7 out of 7
Height restriction	5 out of 7
Theater	5 out of 11
Shipping	7 out of 11

* Material in this section of Organizations' Responses and Governmental Responses was tabulated and prepared by John Prescott, Research Assistant at the Center for Municipal Studies and Services.

Light industry	7 out of 11
Office building	5 out of 11
U.S.S. New Jersey	2 out of 11
Parking	1 out of 11
Warehouse	1 out of 11
Mini amusement park	1 out of 11
Night club	1 out of 11

<u>Question</u>		<u>Number responding</u>
Should there be a review committee?	Yes	10 out of 10
Should the committee have power to control?	Yes	10 out of 10

Questions raised by the respondents:

Who would be on the committee?

What would it actually do?

Would the members be paid? By whom? How much?

Who would be "qualified" people?

Should the waterfront be a specially zoned district?

Yes 10 out of 10

Comments were that the views and environmental aspects of the waterfront should be protected. Any endeavor on the waterfront should be made to enhance the beauty of the area and not change the features of merit which exist now.

Governmental Responses

The governmental respondents thought that the docks, deep water facilities and views were the waterfront's biggest assets. There was agreement that the area was underutilized and that it should be in better use but protected at the same time. Most agreed that the main thrust of redevelopment should be the acquisition of ratables. All agreed that there should be a review committee with power to act. All wanted a systems approach to the waterfront. Most of the governmental respondents thought that parks and other recreational activities would be nice but gave them low priority.

Survey

<u>Question</u>	<u>Number responding</u>
What should be on the waterfront?	
1. Business	4 out of 4
Jobs	4 out of 4
Ratables	4 out of 4
Industry	4 out of 4
Commercial	3 out of 4
Shipping	3 out of 4
Restaurants	3 out of 4
Housing	1 out of 4
Should there be a review committee? Yes	4 out of 4
Should the committee have power to control? Yes	4 out of 4

Comments on the committee:

Should be made up of city officials and representatives of the business community.

Should be made up of city officials and citizens.

Should be a mixture of the two above.

Should the waterfront be a specially zoned district?	
Yes	4 out of 4

The general thinking was that the waterfront should provide a mix of all activities.

The governmental respondents thought that an overall plan was essential.

A general misconception which was brought out by the present survey concerned the actual size and usable area of the waterfront. In general, it was thought that a great deal more land exists than actually does.

Since the survey was conducted from two different yet not independent groups some similarities and differences between the groups arose. Below the similarities and differences between the organizations and governmental groups are summarized.

Similarities between organizations and governmental groups

- 1) Area is underutilized
- 2) Special zoning should be made
- 3) Some form of activity should begin
- 4) Review committee with power to act is essential - Composition should be a mix of city officials, business men, and citizens.
- 5) The potential of the area is excellent - the facilities and view are magnificent

Differences between the organizations and governmental groups.

- 1) Organizations place top priority in public recreation and utilization. Government sees the top priority in ratables and business.
- 2) The organizations seem to have a narrow view of what should be done and how to do it. The government takes a broader approach to the problem.
- 3) Organizations would like businesses but the types are somewhat different from those desired by government. Government feels that parks are nice but first the area should bring in tax ratables.
- 4) Organizations are very ecologically minded. Government is somewhat less ecologically minded.

COASTAL ZONE
INFORMATION CENTER

Center for Municipal Studies & Services

